



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

***"Project of Support for the  
Implementation of a Time Bound  
Programme (TBP) in Senegal"***

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***An independent final evaluation by an external consultant***

***December 2007***

***This document has not been professionally edited.***

## ***NOTE ON THE EVALUATION PROCESS AND REPORT***

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants<sup>1</sup>. The field mission took place in December 2007. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

*Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

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<sup>1</sup> ***Saskia Brand***

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## Abbreviations

<i>ACTEMP</i>	<i>Bureau for Employers' Activities</i>
<i>ACTRAV</i>	<i>Bureau for Workers' Activities</i>
<i>AP</i>	<i>Action Programme</i>
<i>CL</i>	<i>Child Labour</i>
<i>CLMS</i>	<i>Child Labour Monitoring System</i>
<i>CLU</i>	<i>Child Labour Unit</i>
<i>CTA</i>	<i>Chief Technical Adviser</i>
<i>GERME</i>	<i>Gerer Mieux son Entreprise</i>
<i>IA</i>	<i>Implementing Agency</i>
<i>ICT</i>	<i>Information and Communications Technology</i>
<i>IGA</i>	<i>Income Generating Activities</i>
<i>ILO</i>	<i>International Labour Organisation</i>
<i>IPEC</i>	<i>International Programme on the Elimination of Child Labour</i>
<i>KAP</i>	<i>Knowledge Attitude Practice</i>
<i>LUTRENA</i>	<i>Lutte contre le Trafic des Enfants en Afrique de l'Ouest et du Centre</i>
<i>MFPTEOP</i>	<i>Ministry of Public Service, Labour, Employment and Workers' Organisations</i>
<i>NGO</i>	<i>Non Governmental Organisation</i>
<i>NIC</i>	<i>National Intersectoral Committee</i>
<i>NPM</i>	<i>National Programme Manager</i>
<i>PDEF</i>	<i>Ten-Year Education and Vocational Training Programme</i>
<i>PRSP</i>	<i>Poverty Reduction Strategy Paper</i>
<i>RIC</i>	<i>Regional Intersectoral Committee</i>
<i>SPIF</i>	<i>Strategic Programme Impact Framework</i>
<i>TBP</i>	<i>Time-Bound Programme</i>
<i>TPR</i>	<i>Technical Progress Report</i>
<i>UCW</i>	<i>Understanding Children's Work</i>
<i>UNESCO</i>	<i>United Nations Educational, Scientific and Cultural Organisation</i>
<i>UNICEF</i>	<i>United Nations Children's Fund</i>
<i>USDOL</i>	<i>United States Department of Labor</i>
<i>WFCL</i>	<i>Worst Forms of Child Labour</i>

# Executive Summary

## *Main Findings*

### **Project description**

The IPEC project of support to the Time Bound Programme<sup>2</sup>, TBP, was funded by the US Department of Labor for a total of 2,000,000 USD. It has been implemented in collaboration with the Government of Senegal, the representatives of tripartite partners, civil society and development partners and UNICEF. A major emphasis was on laying a strong foundation for consistent, effective action against child labour in future years, and on developing a coherent policy framework and the requisite institutional and technical capacities for enhancing national ownership and commitment to the goal of eliminating the WFCL in the shortest possible time.

### **Design**

On the whole, the project was well designed, but ambitious with regard to the funding level, the time available, the size of the team, and the capacity of key partners. The design took into account existing policies and programmes and was relevant in its socio-political context.

### **Implementing Environment**

A Child Labour Unit (CLU) has been created within the Labour Ministry, and a national and six regional intersectoral committees. Under coordination by the CLU a Time Bound Programme was elaborated in a participative process involving the six regions of the project of support, and the issue of child labour was integrated into the second Poverty Reduction Strategy Paper (PRSP). The CLU and the National Intersectoral Committee (NIC) benefited from various trainings, meant to build their capacity in coordinating and monitoring efforts in the country directed at the reduction of child labour. In spite of this training and the close collaboration with IPEC, the Labour Ministry demonstrates little ownership of the issue. More capacity building is necessary of national, regional and local government in strategic planning and resource mobilisation. Nevertheless, there is a great deal of potential to capitalize on the results achieved by the project, and to strengthen existing ties between stakeholders. One problem that needs to be overcome to achieve effective national coordination is the co-existence of two “national” steering committees: the National Intersectoral Committee (NIC) and the UNICEF/Ministry of the Family steering committee. Representation at the NIC should be higher level and stable, to enable the structure to become a true coordinative body independent of IPEC. Even if most of the member institutions have a national scope of action, the fact that only the six “IPEC-regions” are represented in the NIC shows that the TBP is not yet sufficiently owned. Possibilities exist to further strengthen collaboration with various ministries, UNICEF, the media, the workers and employers.

Although some resources have been leveraged through the synergy with the GERME project, it is probably worth exploring if more funds could be found through the PRSP. Close collaboration between IPEC and the Ministry of Labour would be beneficial in this respect.

### **Implementation**

The overall quality of the outputs has been good. What should mark the difference between a project of support and a regular national programme is a strategy directed essentially towards capacity building and putting in place sustainable structures, so that eventually a country can fly on its own wings. Although IPEC Senegal has succeeded to accomplish significant results in that respect, this line of thinking could be carried further. Capacity building has thus far focused more on the sharing

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<sup>2</sup> *The Time Bound Programme, TBP, is a framework that Member States put in place to fulfil the implementation of the conventions against child labour. The TBPs pull together many of the successful approaches piloted by IPEC, the United Nations Children’s Fund (UNICEF) and others in the past into a comprehensive and scaled – up programme combining upstream policy-oriented interventions covering awareness raising, legislation and enforcement, education, employment and social protection with downstream interventions covering among others withdrawal and rehabilitation services, community mobilization and awareness raising, and economic empowerment of vulnerable families. Source: TBP MAP KIT. ILO/IPEC 2003.*

of information than on the acquisition of skills, such as strategic planning, resource mobilisation, didactics and workshop development (as part as a training of trainers). If IPEC would put more emphasis on skills training, and involve third parties as trainers, it would at the same time contribute more to national capacity building and create time to focus on other aspects, such as mainstreaming child labour into other policies, creating a national child labour monitoring system (CLMS), and connecting national, regional, district and community levels.

### **Direct Action**

The overall quality of direct action programmes is satisfactory. Even if the concept of “at-risk” is not always properly defined, on the whole the right beneficiaries have been selected. All partners are gender conscious, but might benefit from challenging a little more the existing gender roles, to create new opportunities for beneficiaries and re-involve men in the education of their children.

Needs were properly addressed and the project is strongly adhered to. There is a great variation in costs per child, which is explained most of all by the level of services provided.

### **Project Management**

The IPEC team is overburdened, which could be solved by reorganizing the work and hiring more staff.

### **Recommendations**

1. More capacity building of partners, notably the Labour Ministry, in terms of strategic planning, resource mobilisation, and training skills.
2. Ensure that data are provided for the child labour indicator in PRSP reports.
3. Advocate for the creation of one national steering committee on child labour.
4. Advocate for higher level and stable representation of partners at the NIC.
5. Include the remaining five regions in the NIC and strengthen ties with the regional level by creating mechanisms for an effective flow of information and action plans based on the TBP, not IPEC.
6. Think of ways to make existing partnerships more operational (notably with the Inter Trade Union Committee, UNICEF, and the PRSP unit) and renew ties with the employers' organisations.
7. See to the operationalisation of the national action plan of the TBP upon its adoption by the Government, so that priority areas for action and the resources needed are revealed, timing is elaborated in more detail and an M&E plan (including performance indicators) is developed.
8. Include more capacity building through training on practical skills, such as strategic planning, resource mobilisation, didactics and workshop development (to enable the replication and expansion of training provided by IPEC).
9. Organize APs in cohorts to enable a training workshop at the start of the project.
10. Involve third parties in training again to contribute more to national capacity building and to use IPEC resources more efficiently.
11. Focus instead on mainstreaming child labour into other policies, creating a national child labour monitoring system (CLMS), and connecting national, regional, district and community levels.
12. NGOs and IPEC should think about strategies to reach and include men, and incite them to invest in their children's future.
13. Define an optimum cost per child and minimum services needed to achieve sustainable results.

14. Expand the IPEC project team with an M&E officer, who could take care of part of the site visits, provide more training to NGOs, and analyse the data.
15. IPEC ought to protect its staff members from structural over work by hiring staff and reorganizing the workload.

***Recommendations for future projects***

16. Plan for a critical review -once or twice in the course of the project- of the strategic framework in terms of objectives, outputs, strategies, and indicators and reposition the project in relation to the national context.
17. Be more specific in formulating objectives, outputs and indicators, to make sure that progress towards objectives is measurable.
18. Make sure that ambitions are proportionate to the available resources.
19. Put more emphasis on strengthening the capacities of the regional and district administration to create links between the local and the national level, to establish an additional level of resource mobilisation, and to incite the national government to more action.
20. Take foreseeable delaying factors into account when developing a work plan and adapt ambitions accordingly.

# ***Introduction***

## ***1. Background and Project Description***

### **Background Senegal**

The Government of Senegal has been an active agent in the fight against child labour since 1993, when it undertook the first national study on the phenomenon. This was followed by a series of rapid appraisals between 1994 and 1998, the first national child labour programme with IPEC from 1998 to 2001, and a second programme in the two years thereafter. The government signed the conventions 138 and 182 in 1999 and 2000 respectively, and issued four national decrees in June 2003. The decrees were meant to:

- Define the child and determine the specific conditions under which he/she is allowed to work (Decree no 3748)
- Define and outlaw the worst forms of child labour (Decree no 3749)
- Establish a list of hazardous work prohibited for children and youth (Decree no 3750)
- Establish the categories of enterprises and types of work prohibited for children and youth, as well as the age to which this prohibition applies (Decree no 3751)

### **Background project**

The Government of Senegal and IPEC have followed a participative and multidisciplinary approach in developing the TBP (known in Senegal as National Action Plan). With the support of IPEC and funding from USDOL and the Government of France, the Government has undertaken a situation analysis of child labour in various sectors, of which the findings were validated through national workshops involving key categories of stakeholders (workers and employers organisations, NGOs, donors, civil society). The major elements of the TBP strategic framework were prepared by national stakeholders at a planning workshop held in Dakar on May 26 2003 and further area of impact frameworks were discussed later on May 27-28 2003.

The Government was to develop the elements elaborated during the planning workshop into an operational TBP framework for all interventions in Senegal against WFCL. With this framework, the Government aims to lay a strong foundation, through the implementation of a coherent set of interventions, for the elimination of WFCL by the year 2015.

The main elements of the TBP framework, which has been elaborated since the design of the project include:

- The harmonization of national laws and regulations with national and international instruments relating to the WFCL, particularly ILO Conventions 182 and 138.
- More effective implementation of laws and regulations relating to the WFCL.
- Improved access and quality of education for all children, notably through the implementation of the Ten-Year Programme on Education and Vocational Training
- Specific strategies for selected WFCL, beginning with the exploitation of children through begging, child domestic work and hazardous work in agriculture and fishing; and
- Institutional and technical capacity building for programme planning, implementation, coordination, monitoring and evaluation.

### **Project description**

The IPEC project of support to the TBP was funded by the US Department of Labor for a total of 2,000,000 USD. It has been implemented in collaboration with the Government of Senegal, the representatives of the tripartite partners, civil society and development partners, and UNICEF. A



major emphasis was on laying a strong foundation for consistent, effective action against child labour in future years, and on developing a coherent policy framework and the requisite institutional and technical capacities for enhancing national ownership and commitment to the goal of eliminating the WFCL in the shortest possible time. The project had seven immediate objectives<sup>3</sup>:

<i>No</i>	<i>Immediate Objective</i>
<i>1</i>	<i>National capacity to combat the Worst Forms of Child Labour enhanced</i>
<i>2</i>	<i>An harmonized legal framework is known and respected</i>
<i>3</i>	<i>The capacity of the education system to attract and retain children at risk of child labour has been strengthened</i>
<i>4</i>	<i>The knowledge base for planning, designing, implementing and monitoring and evaluating child labour interventions in Senegal has been enhanced.</i>
<i>5</i>	<i>Senegalese society is aware of the negative consequences of the WFCL</i>
<i>6</i>	<i>Effective strategies against the exploitation of children through begging have been developed and are being implemented</i>
<i>7</i>	<i>Children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labour in domestic work, fishing and agriculture</i>

In addition to creating an environment conducive to the effective elimination of the WFCL, the project was to ensure the direct prevention, withdrawal, rehabilitation, and protection of children engaged in exploitative labour. A total of 9,000 children were targeted for withdrawal (3000) and prevention (6000) from exploitative and hazardous work through the provision of educational and non-educational services. The project focused on six out of eleven regions in Senegal (Dakar, Diourbel, Fatick, Kaolack, Thiès, and St. Louis) and on the exploitation of children through begging, child domestic work and hazardous work in fishing and agriculture. The original project length was three years, but in July 2006 a one-year no-cost extension was granted by the US Department of Labor.

## ***2. Purpose of the Evaluation***

### **Scope**

The evaluation has focused on the ILO/IPEC Project of Support, its achievements and its contribution to the overall broad national efforts to achieve the elimination of WFCL and the national TBP framework.

The evaluation has focused on the project as a whole and the linkages and synergies between each component. It also examined how the project, in addition to achieving specific project objectives, has contributed to the national TBP approach and to the broader strategic areas and the issue of child labour in the country. The evaluation addresses the assessment of key aspects of the programme, such as strategy, implementation, and achievement of the objectives, the impact of the work carried out during the implementation phase, effectiveness, relevance, and sustainability.

### **Purpose**

The evaluation has been conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It shows how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in the broader terms of action

<sup>3</sup> Activities under the third objective were funded by the Government of France and do not fall under the scope of this evaluation.

against child labour in the context of the Time Bound Programmes.

The evaluation takes into account relevant factors and developments in the national TBP process to establish the contribution of the ILO/IPEC Project of Support to the creation of an enabling environment, and as a facilitator in the development of the overall national TBP strategic programme framework. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of “learning by doing” of the approach has been taken into account.

The Policy Impact Study focused on assessing the impact in mainstreaming child labour into policies and plans at different levels. The assessment emphasizes how such policies and plans have incorporated child labour issues and how this can be attributed to ILO/IPEC project and ILO efforts.

The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources

### ***3. The Evaluation Methodology***

#### **Team composition**

The evaluation team was composed an international consultant<sup>4</sup> and team leader, and a national consultant<sup>5</sup>, who was responsible for carrying out a policy impact study within the framework of the overall evaluation. The team leader’s responsibilities included reviewing the TOR, documentation, and the evaluation questions, developing an evaluation methodology, participating in a preparatory meeting, conducting interviews and field visits, overseeing the policy impact study, and writing the draft and final report. The impact assessment study consultant participated in all meetings and visits, while focusing specifically on the policy impact. He simultaneously wrote a separate report, of which the main results are integrated into the final evaluation report.

#### **Document Review**

The evaluators have reviewed the following documents: the project document, the mid-term evaluation report, the project budget, the strategic framework, the Project Monitoring Plan (PMP), status reports, technical progress reports, work plans, training materials, the research reports, the TBP document, training reports, and the minutes of the Intersectoral Committee meetings.

#### **Briefings**

The evaluator had a pre-trip (telephone) meeting with the Design, Evaluation and Documentation Section of ILO/IPEC (DED) desk officer and a conference call with the USDOL project managers half way through the trip. A third meeting was scheduled after the fieldwork with the IPEC desk officer. The objective of these meetings was to reach a common understanding regarding the priority evaluation questions, the available data sources and data collection instruments, and to get the views of IPEC Geneva and the donor of the project. The following topics were covered: evaluation logistics, key evaluation questions and priorities, the evaluation documents, the roles and responsibilities of the evaluation team, management and communication, and the interlocutor’s general appreciation of the project’s achievements.

#### **Interviews**

Meetings were scheduled in advance of the field visits by the IPEC project staff, in accordance with the evaluator’s requests and consistent with the terms of reference. The evaluation team has conducted individual and focus group interviews with the following:

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<sup>4</sup> Ms. Saskia Brand

<sup>5</sup> Dr. Ibrahima Gaye

- Key partners from the national government (Ministry of Labour, Education, Social Affairs, Family, Justice, Finance,)
- The child labour unit
- The PRSP unit
- The Inter Trade Union Committee
- ACTEMP
- UNICEF

Four Action Programmes have been visited: two from the first generation (PLAN and ENDA) and two from the second generation of APs (ASEM and APROFES). In the field, individual and focus group discussions were conducted with the project teams, the local administration, beneficiaries, parents, teachers and trainers, local child labour monitoring committees, school management committees, and teacher-parent associations. The team visited workshops and classes and inspected toolkits and materials provided by the project. The team also observed the income generating activities developed with the project and interviewed the empowered families. In view of time constraints, the team on two occasions split up during the field visits and conducted interviews separately. All findings were discussed and analysed together.

The meeting schedule and the list of persons met can be found in the annexes, as well as the interview guide. Confidentiality has been assured to all interlocutors.

### **Debrief in the field**

Towards the end of the field visit the evaluators presented preliminary findings, conclusions, and recommendations to the local ILO staff, the members of the Technical Secretariat, a representative of the donor, and representatives of the implementing agencies. The presentation was followed by a plenary discussion on the results and the way forward. At the end of the meeting all participants filled out a questionnaire with questions on the relevance of the project and their understanding of the definitions of withdrawal and prevention (see the annexes for the questionnaire and the result analysis).

## 4. Project Final Status

<b>Objective</b>	<b>Output</b>	<b>Status</b>
IO1: National capacity to combat the Worst Forms of Child Labour enhanced	1.1 National TBP umbrella framework for the elimination of the WFCL produced	TBP umbrella framework complete and awaiting adoption by the government. Website complete (waiting for ILO approval)
	1.2 Child labour issues integrated into the Senegal PRSP	Indicator integrated in PRSP 2 No other technical assistance was possible without the adoption of the TBP
	1.3 Inter-sectoral committee to oversee, monitor and coordinate the implementation of the national TBP umbrella framework created	National and regional inter-sectoral committees were created and trained, as well as a smaller national technical secretariat
	1.4 Capacity of a child labour unit within the Ministry of Labour strengthened	A CLU was established and trained Training on M&E awaits adoption of the NAP
	1.5 Staff of key ministries and partner NGOs at the central level and within provinces equipped technically	Complete
IO2: An harmonized legal framework is known and respected	2.1 Legal texts harmonised with the relevant national and international instruments	Legislation reviewed Consultations held Synthesis of 3 legal studies (by IPEC, UNICEF and Save the children) ready in draft Actual harmonisation not yet done <sup>6</sup>
	2.2 Institutions in charge of law-enforcement strengthened	Workshop to identify enforcement gaps held Labour inspectors trained Network of labour inspectors formed <sup>7</sup>
	2.3 Stakeholders sensitized on the aims, content, and application of the reformed laws and regulations	ILO convention 182 has been translated into 3 languages and 6000 copies distributed among national and local stakeholders The decree on the WFCL has been translated into 3 languages and 6000 copies distributed among national and local stakeholders ILO convention 138 is currently being translated
IO3: The capacity of the education system to attract and retain children at risk of child labour has been strengthened.	The activities under this objective are funded by the French cooperation and are therefore not part of this evaluation. It is nevertheless worth mentioning that an AP with the Ministry of Education has prevented another 6000 children from entering into child labour.	

<sup>6</sup> Had not been done at the time of the data collection phase of the final evaluation, but a seminar with labour inspectors to identify inconsistencies in the national legislation was scheduled before the end of the project.

<sup>7</sup> Similarly, follow-up training of labour inspectors is scheduled for December '07.

<b>Objective</b>	<b>Output</b>	<b>Status</b>
IO4: The knowledge base for planning, designing, implementing, monitoring, and evaluating child labour interventions in Senegal has been enhanced	4.1 National data on child labour available	A national survey on child labour was carried out and the report validated on October 11 '07. It is currently being printed for large-scale dissemination (1000 ex.)
	4.2 Baseline studies carried out on CDW and on child labour in agriculture and fishing in selected areas	A baseline study covering 6 regions was carried out and has been validated on December 11 '07. It is currently being printed for large-scale dissemination (1000 ex.)
	4.3 Good practices documented and available	12 good practices were documented in October 2005 3 good practices were documented in September 2006
IO5: Senegalese society is aware of the negative consequences of the WFCL	5.1 Key opinion leaders (journalists, religious leaders, community leaders) trained and networked	The network of journalists for child rights and protection and the network of parliamentarians for population issues (incl. children) were trained in 2006 The inter trade union committee has been trained in 2007. A PA in the region Diourbel has trained community and religious leaders in 3 districts. In the context of each PA local and regional opinion leaders have been sensitized and mobilized against the WFCL.
	5.2 Awareness raising campaigns designed and implemented	International child labour day (June 12) has each year been a major event, attracting national television, radio, newspapers an estimated 1000 visitors. The NGO PLAN Senegal has equally organized a large campaign in Ngoundiane (Thiès) on June 12 '07 A 30-minute documentary on IPEC activities in Senegal has been produced and will be broadcasted in January on National Television accompanied by a live debate. Awareness raising materials produced and distributed include posters (4000 ex), translated conventions (6000 ex), a translated decree (6000 ex.), calendars (4000 ex.), pencil cases (500 ex.) A big national sensitization campaign is scheduled for January '08 with the artist Coumba Gawlo
IO6: Effective strategies against the exploitation of children through begging have been developed and are being implemented	6.1 Knowledge base on the use of children in begging developed	A UCW study on children in begging has been carried out in the Dakar region (joint effort of the World Bank/UNICEF/IPEC) A similar study has been performed by IPEC in the Thiès region (1 <sup>st</sup> draft available)
	6.2 Key concerned groups (including religious and community leaders)	A national conference organized jointly by the Ministry of the Family and IPEC is being prepared and scheduled for January '08. An estimated 300

<b>Objective</b>	<b>Output</b>	<b>Status</b>
	sensitized	religious leaders will participate and the conference will be presided by the country's president. A document to guide the conference is being finalised Workshops for journalists and the children's parliament are in preparation, and will be held prior to the conference.
	6.3 Strategies for combating the exploitation of children through begging, targeting specific categories of concerned stakeholders developed.	National strategies can only be defined after the January conference. Two APs have addressed child begging and withdrawn 50 (Claire Enfance), respectively 30 (ASEM) children from begging.
IO7: Children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labour in domestic work, fishing and agriculture.	7.1 Models of intervention in the selected WFCL developed and agreed among the stakeholders	Workshops & consultations held No real "models" were developed, but all direct action programmes were designed along the same lines based on the existing good practice documentation. Partners shared their experiences at the two good practice workshops organised in 2005 and 2006.
	7.2 Target children provided with education and other services	With USDOL funding 8 APs providing direct support have been implemented. In all, services have been provided to 9531 children (2595 withdrawn and 6936 prevented) (see also the action programme table in the annexes)
	7.3 Contribution to the economic empowerment of the families of the targeted children.	In all 840 families have been economically empowered through training and access to credit. Two local administrations have integrated the elimination of child labour into their annual budgets and action plans; one other has pledged to do so for 2008 (budgets are currently being developed)
	7.4 Community-based child labour monitoring system in place	In each area of intervention of the 8 APs community based monitoring systems are in place. A consultant has developed a general database comprising the data of each local monitoring system, which will be transferred to the child labour unit by the end of the year 2007.

## ***Findings and Conclusions***

### ***5. Project Design***

#### **Were the project's objectives clear and understood by all stakeholders?**

The separate objectives of the project were well understood by stakeholders and strongly adhered to<sup>8</sup>. The general purpose of the project may have been understood by its partners; however there was a lack of concrete action by the Ministry of Labour. The child labour unit is to date still entirely dependent on IPEC. Despite the training provided the labour directorate and the ministry as a whole, as well as the intersectoral committees demonstrate few signs of appropriation of the TBP and continue to look to IPEC for new initiatives. The only possible explanation for this is a lack of dynamism, and capacity or will to coordinate the programme, in spite of the stated support for the TBP (see also the next chapter).

#### **Did the project design respond to identified needs and was it relevant in its context?**

The project design was based on a Strategic Programme Impact Framework (SPIF) exercise held in May 2003 with all key stakeholders, during which a preliminary umbrella framework was drafted for the TBP. The project's objectives reflect the priorities set during that exercise, which concur with the objectives of the first Poverty Reduction Strategy Paper (PRSP) and the ten-year Programme on Education and Vocational Training (Programme Décennal d'Education et de Formation - PDEF), the basis of which are the 8 Millennium Goals. The project design also took into account the project on the WFCL by UNICEF and the Ministry of Family and National Solidarity that ran from 2002-2006, and foresaw close collaboration with these two institutions to enhance synergy and effectiveness.

The project follows logically from prior IPEC experience in Senegal and efforts made by the government (see the section on background Senegal). The national consultations held in May 2003 (the SPIF exercise) led the government to express the need to develop a national policy for the elimination of child labour, to ensure the coordination, development and integration of programmes and projects meant to prevent and reduce child labour, to develop strategies for resource mobilisation, and to monitor the actions taken<sup>9</sup>.

While the TBP seemed a logical next step, IPEC and probably the government itself overestimated the latter's technical capacity to coordinate and monitor efforts and ensure the mobilisation of the resources necessary to implement a Time Bound Programme. If the project has not achieved all objectives, this is for an important part due to this lack of capacity, notably of its main partner the Labour Ministry, but also of the Ministry of Education, the decentralized government, the labour inspection, and the school inspection. More capacity building of the various levels of government is still needed, and it might be interesting to put more emphasis on strengthening the competence of the regional and district administration to create links between the local and the national level. These levels have more important budgets than the local level and more skills and human resources for resource mobilisation. Strategically, they could play a role in inciting the national level to take action. On the other hand, the technical capacity of the NGO partners was correctly estimated. The project has been able to make full use of their competence, which has grown over the years of their collaboration with -among others- IPEC.

The SPIF exercise enabled the stakeholders to identify the needs in the country and develop adequate strategies to address them, although the data available to target beneficiaries of direct action were still limited. Ideally, the two large-scale studies that were carried out during the project of support would have preceded the elaboration of the direct action component. This would have allowed the project

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<sup>8</sup> *Of the 14 respondents of the questionnaire distributed at the stakeholder workshop 13 rated the objectives as very relevant (4-5 on a 5-point scale) and one indicated a neutral position (3 on the same scale).*

<sup>9</sup> *Plan Cadre National (National Action Plan), 2007:8.*

team to set more specific targets for regions, sectors of child labour, age groups and gender.

### **Were assumptions realistic and well defined?**

The assumptions were well defined and realistic in most cases. Six out of ten referred to government capacity and political will, and did not all unfold as expected. The sixth assumption was not realistic: “During the life-time of the project, staff numbers in key enforcement agencies, particularly the labour inspectorate, will be sufficient to ensure satisfactory operation of the child labour monitoring system in the selected areas and sectors.” Senegal has only a hundred and ten labour inspectors, all based at the regional level (not one is stationed at the district level, let alone the community level), and only two out of eleven regions dispose of means of transport for the inspectors. (See the table in the annexes for a full assessment per assumption).

### **Is project design logical and coherent?**

The project objectives followed logically from the May 2003 preliminary framework, and outputs and activities were clearly linked to the objectives. The framework as a whole demonstrates vision and a thorough understanding of the steps necessary to achieve the development objective. Nevertheless, a few observations can be made:

- It would have helped the project if certain objectives and outputs had been quantified. E.g., it is impossible to establish if “an harmonized legal framework is known” by all. Had the objective been to increase knowledge of the legal framework by an X percentage among a targeted audience, it would have been easier to determine the success rate of the project. The second part of this objective (“an harmonized legal framework is respected”) is even more problematic, because – apart from the fact that one can never know with certainty if a law is respected entirely - even measuring this roughly would involve a highly qualified and mobile labour inspectorate that covers every locality in which children work on a regular basis. The previous section has already demonstrated that this would be an impossibility in Senegal today.
- Regarding the fifth objective (awareness raising), it would have made sense to integrate the elaboration of a communication strategy and action plan with the trained stakeholders as an activity, to ensure coherence and continuity in the reporting on child labour. In addition, the inclusion of KAP surveys at the start and end of the project, but also at start and end of every AP, would have enabled the project to measure impact on this objective.
- Activity 1.4.4. (the establishment of a comprehensive child labour monitoring system) should have been an objective in its own right, involving several outputs and activities. It is a process involving many actors, not simply an activity to be carried out by the IPEC team.

The action programmes were all developed along similar lines and therefore constitute a solid basis of data and experience, which can be used to scale up direct action in Senegal.

### **Could the objectives realistically be achieved with the allocated resources and within the time frame?**

The degree to which objectives can be achieved is a direct function of the way in which they are formulated. As mentioned above, one cannot establish the success rate of a project on an objective written in such general terms that it cannot be measured. This is the case notably for the second and fifth objective.

On the whole, however, it should be noted that the project was very ambitious in view of the funding level, the size of the IPEC team, the project duration, and the capacity of the partners on which IPEC depends for the achievement of the objectives. This can partly be attributed to the fact that this project was part of the first generation of “support to the TBP projects”, and partly to the dual approach of creating an enabling environment as well as reaching substantial targets through direct action. Although this approach is a major strength of IPEC, it is very demanding. A larger team and/or more time would have been helpful.



### **How relevant are the indicators for measuring impact?**

Most of the indicators are relevant; some could have been formulated more precisely, or more in terms of numbers and percentages, allowing a quick view of the gradual achievement of the objective. Some of the results and indicators do not depend on IPEC, such as the harmonization of laws. It might have been better to formulate an indicator related to the preparatory work performed by IPEC to enable the harmonization of legal texts. See the table in the annexes for a full assessment per indicator.

### **Was the sustainability strategy clearly defined in the design phase?**

The overall sustainability strategy was very clear and transpires from every aspect of the project design. Indeed, the entire national capacity building and enabling environment component is developed to ensure durable results. The sustainability strategies in direct action were not specifically addressed in the project document, but they were an essential element of each AP and reflected in the choice of partners: priority was given to NGOs that had a long standing experience in the area of intervention and would be able to ensure continuity of services through their relations with multiple donors.

### **How has SPIF been used as a planning tool by key stakeholders?**

SPIF was the basis for the project under review, but also for the TBP. It has been used for the regional consultations, as well as for the elaboration of the final National Plan of Action (Plan Cadre). It has not been employed beyond that.

### **Conclusions on project design**

On the whole, the project was well designed, but ambitious with regard to the funding level, the time available, and the size of the team and the capacity of key partners. The design took into account existing policies and programmes and was relevant in its socio-political context.

### **Recommendations for future projects**

- Plan for a critical review -once or twice in the course of the project- of the strategic framework in terms of objectives, outputs, strategies, and indicators and reposition the project in relation to the national context.
- Be more specific in formulating objectives, outputs and indicators, to make sure that progress towards objectives is measurable.
- Make sure that ambitions are proportionate to the available resources.
- Put more emphasis on strengthening the capacities of the regional and district administration to create links between the local and the national level, to establish an additional level of resource mobilisation, and to incite the national government to more action.

## ***6. Enabling Environment***

### **What has been the level of government involvement?**

Main partner of IPEC, the Ministry of Labour has been involved mainly through its Child Labour Unit (CLU) and the National Intersectoral Committee (NIC), chaired by the Labour Director. By means of these two institutions the Labour Ministry was given a coordinating role with respect to all efforts aimed at reducing child labour, and specifically regarding the elaboration and implementation of the TBP. The CLU, which was created in February 2004, was in addition to produce quarterly reports, mobilise resources, create and maintain a database and assure the monitoring and evaluation of all activities. The unit is composed of a child labour coordinator, a statistician, and an administrative assistant. The coordinator left for another job two months prior to the final evaluation, and had not yet been replaced. None of the members has been appointed on a full-time basis and the

CLU work always comes second to their primary ministry tasks. Despite earlier commitments by the government, the CLU has no office space and no budget. Its members work in different buildings and meet in shared offices or a meeting room. Because the CLU is no independent administrative unit, for every expense approval needs to be obtained from the directorate, although it has access to Directorate stationary (printer cartridges, paper, etc.). Had it been a Division, it would have had its own operational budget. The unit was equipped with three computers and printers by IPEC three years ago. Through lack of maintenance one computer is now permanently out of order and the other two are only partly functional. The unit has no means of transport or communication. Its members have benefited from a number of trainings by IPEC, as a result of which their knowledge of child labour issues and the conventions has increased, as well as their capacities in project development. Notably the coordinator has accompanied IPEC on several field visits.

In close collaboration with IPEC the CLU has been able to realize a number of outputs. Its most important achievement has been the coordination of the development of the TBP, which involved organising more than twenty meetings at the regional and national level. In addition, it facilitated the creation of the National and Regional Intersectoral Committees, supervised the SIMPOC study, and to a lesser degree the baseline study in six regions. It was involved in the elaboration of the four decrees related to child labour, in the training of labour inspectors and the ensuing network creation, and in the identification of gaps and inconsistencies in the legislation. The unit has also worked with the PRSP unit on defining and inserting an indicator on the WFCL in the second PRSP, and participated in the celebrations of the World Day against Child Labour (June 12<sup>th</sup>). The members of the CLU maintain an intimate working relationship with the IPEC team, and they all consult each other on a regular basis.

To date, the CLU is still highly dependent on IPEC for initiatives, funding and strategic planning. The members admitted that “it is IPEC that keeps us going”. Neither the CLU nor the Directorate have demonstrated any capacity in resource mobilisation, even though opportunities have presented themselves through the insertion of child labour in the PRSP. The unit has no action plan; its activities are defined by the project of support to the TBP. While its members were visibly pleased with the studies carried out under the USDOL-IPEC project, they had not developed a strategy to use the results to their advantage or to ensure wide access to the reports. This absence of initiative may partly be attributed to the circumstances under which the unit has to work, but the fact that opportunities have not been seized to create a more favourable situation reflects most of all a lack in strategic planning capacity. The institutional instability of the Ministry reinforces this. In the course of the project of support there have been five labour ministers, two directors, two administrative assistants, and –as mentioned- the most experienced member of the CLU also left and has not yet been replaced. These changes not only affected the functioning of the CLU, but were also the main cause for delays in the elaboration of the TBP and in its adoption by the Government of Senegal.

Other ministries have proved more dynamic. The Ministry of Education has its own ten-year action plan (PDEF), which addresses a few key causes of child labour: the lack of physical and academic access to school and the quality of education. The outputs to be achieved in these areas have been fully integrated into the TBP. The Ministry, through its Directorate of Primary Education, focuses among other things on:

- Increasing the rate of girl enrolment (through annual door to door campaigns)
- Diversifying the educative offer by creating Franco-Arabic schools (to address cultural/religious resistance to education)
- Holiday classes (to stop children from engaging in child labour during the summer - a frequent cause of drop-out)
- Tutoring classes for children at risk of drop-out
- Funding of pedagogical projects in schools to improve the quality of education (projects validated by the school inspection; to date half of the total 7000 schools has benefited from funding)

The Ministry has various sources of funding for the implementation of these activities (World Bank, AFD, and Japanese Cooperation). With IPEC the Direction for Basic Education has executed an Action Programme funded by the French Cooperation, through which 6,000 children have been prevented from entering child labour.

The Ministry of the Family, through its Direction of Child Protection, is equally an active partner in the fight against child labour. It has secured a considerable portion (203 million CFA) of the annual government budget for its programme on the elimination of the WFCL, implemented in collaboration with and co-sponsored by UNICEF. The Direction co-chairs the NIC, takes a leading role in the preparation of the National Conference on Child Begging, and has participated in the UCW study on child begging. The Ministry was involved in the elaboration of the PRSP. Besides UNICEF, it has obtained funding from PLAN International and Save the Children. In its 2008 action plan it foresees the creation of a national database on child protection. The director affirmed being interested in creating a database and monitoring system that encompasses all aspects of child protection and labour. She has benefited from two trainings by IPEC on the conventions and child trafficking (under the LUTRENA project). There is a close collaboration between the Direction, IPEC and the CLU. Since the last change of government in July 2007, the programme on the WFCL has been moved from the directorate level to the cabinet level, as a result of which the Director of Child Protection has lost a bit track of its progress.

The Ministry of Justice works with IPEC on the issue of children in conflict with the law and in need of social protection. Nationwide, the Ministry runs three training centres and five shelters through its Open Environment Educative Action Service (AEMO). The centres provide vocational training, cultural and sports activities, and protection and re-education services. In the IPEC intervention regions the AEMO centres participate in the Regional Intersectoral Committees. The service has no proper government funding, but benefits from French and EU contributions, among other things to build AEMO centres throughout the country. It has established collaboration with NGOs such as ENDA Graf, on projects targeting street children and children in the fishing industry. It has assisted the ENDA-IPEC project in the attainment of birth registration and in awareness raising activities.

The Ministry of Finance is involved in the elimination of child labour through its population unit and through the PRSP unit. The national population policy (implemented in collaboration with the UNFPA) focuses among other things on girl enrolment and access to education for handicapped children, hence the interest of the participation of this unit in IPEC activities and the TBP. The coordinator has benefited from two trainings and has worked on the elaboration of the TBP. The PRSP unit has worked closely with IPEC and the CLU on the integration of an indicator on the elimination of the WFCL in the PRSP. It views child labour as a transversal problem, which can only be solved through coordinated action in various domains. The four components of the PRSP all have a link to child labour elimination. This is an important achievement of the project, through which child labour issues have been mainstreamed into general poverty monitoring.

The PRSP unit can assist the Ministry of Labour in mobilising funds for the implementation of the TBP, if the latter commits to participating in ongoing budget preparatory meetings and encounters with donors. The unit representative commented that his service had repeatedly requested the Labour Directorate to provide data on the child labour situation for the evaluation of the first PRSP, but the request was never met. As a result, the child labour indicator is currently the only indicator that has no data. In spite of its stated importance, if no data can be provided on this indicator it is unlikely that it will be maintained.

### **How effective has the NIC been in carrying out its duties?<sup>10</sup>**

All of the above mentioned ministries are members of the National Intersectoral Committee, as well as the technical secretariat that functions as a sub-committee to the NIC. The NIC comprises representatives of 20 ministries, the governors of the 6 project regions, employers' organisations, the

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<sup>10</sup> *Information for this section and the next was drawn from Chapter 2 of the Impact Assessment Study (second draft) carried out simultaneously, the research report on the institutional analysis of the CLU and the NIC (Rapport d'étude sur l'analyse institutionnelle de la cellule travail des enfants et du comité intersectoriel national du Sénégal) issued by IPEC in April 2007, and interviews with the CLU and the project team.*

inter trade union committee, religious leaders, and a number of agencies (UNICEF, UNDP, the World Bank, the EU, a number of embassies, some NGOs, and the network of journalists for child rights and protection). Its tasks are to:

- Ensure the coordination of all efforts aimed at the prevention and the elimination of child labour in Senegal;
- Assist operators in the implementation of their action programmes;
- Establish a system for the planning, monitoring and evaluation, and examination of the activities in the field of child labour elimination.

Initially, the NIC was to meet every quarter, but it was soon decided that meetings would take place once a year, while a restricted committee, a technical secretariat, would meet more often. The NIC has had six meetings in all, which had the following purposes:

- To launch the project of support
- To prepare the elaboration of the TBP
- To assess the progress of the project of support
- To comment on a draft of the TBP
- To be briefed on the activities of World Child labour Day 2005
- To validate the TBP

Apart from individual linkages between members of the NIC and implementing agencies, the National committee has played no role in direct action. The technical secretariat has actively participated in the selection of AP proposals and partners and was invited to all seminars and training sessions organised by IPEC, while the coordinator was to some extent involved in project implementation and monitoring.

The fact that all the main players in the field of child labour elimination are represented in the NIC would lead to believe that this structure is well equipped to meet its responsibilities. However, it has thus far operated only as a steering committee for the project of support. This shows, apart from the contents of the meetings listed above, from the regional level representation: only governors of the six project regions take part in the NIC and only those regions have Regional Intersectoral Committees. The remaining five regions (Louga, Tambacounda, Kolda, Ziguinchor and Matam) are thus excluded from all national dynamics concerning the elimination of child labour.

Coordinative efforts are further hindered by the fact that representation at the CIN is generally not of decision-making level and is subject to frequent change. This is exacerbated by the more structural problem that there exists another national steering committee on issues related to the WFCL, with nearly the same membership, chaired by the Ministry of the Family. In this committee, neither the Ministry of Labour, nor the NIC are represented. To ensure true national coordination and avoid the duplication of efforts, it is necessary that a single structure be created.

### **Regional and local government involvement**

In the six intervention regions (Dakar, Thiès, Saint Louis, Fatick, Kaolack and Diourbel) Regional Intersectoral Committees have been created by decrees issued by the various governors, which are similar in composition and role to the NIC. They are chaired by the governors, who are to represent their regions in the NIC. Like the national committee, each RIC has its technical secretariat, coordinated by the regional labour inspector, who resorts directly under the Labour Ministry. In theory this ensures a direct connect between the regional committees and the CLU, which is responsible for the coordination of the NIC.

The RICs have been most active during the phase of the elaboration of the TBP, for which the CLU organized a number of workshops. They have been less functional since though, and have not taken on their coordinating tasks. This is partly related to the lack of stimulus from the national level, but it may also be due to the fact that there is no structure at the district level, which could ensure a link

with the communities. On the other hand, the RICs in Kaolack and Thiès have been involved in the monitoring of the Action Programmes in those areas. Although the evaluation team has not been able to meet with representatives of these committees, it can be expected that like their national counterparts, they too fail to see their role beyond the IPEC project of support.

At the local level, the elected representative of Ngoundiane has included the elimination of child labour as objectives into its local development plan and created a budget line for activities in this field. In Mbeubeuss, the mayor provided a plot for the vocational skills raining. The Mboro and Keur Socé administrations affirmed that they were preparing to follow these examples. In Diourbel, three districts have created watch groups composed of government, religious leaders and civil society, which will be able to operate without IPEC funding. All of these are encouraging examples of local level involvement that may inspire other communities and districts to follow. The success of these cases probably lies in the combination of effective awareness raising by the IPEC partners in the areas (PLAN, ASEM, and Ndeye Jirim) and a few resourceful persons who were receptive to the message. If well exploited these experiences may be multiplied.

### **Non governmental collaboration**

Apart from the efforts funded through the French cooperation, within IPEC there has been some collaboration with the LUTRENA project, which consisted merely of training provided to partners on child trafficking. Because Senegal is no core country of LUTRENA, there have been no other opportunities for association. In addition, in 2007 there has been a joint training in Cotonou for IPEC stakeholders in the sub-region in which various partners from the Senegal project of support have participated.

Within the ILO synergy has been created with the ACT/EMP office, which works with employers' organisations, the ACTRAV specialist, who works with trade unions, and GERME, a project focused on capacity building for small business management ("Start and Improve Your Business"). The latter has been very beneficial for the project, as it enabled training in business management for 80 youths withdrawn from child labour and enrolled in vocational skills training. Once they start their business GERME staff will monitor the youths for three months. Vice versa, the IPEC national project manager has developed a child labour indicator, which is now integrated in the monitoring of micro enterprises by GERME trainers in Senegal. IPEC has participated in one of the GERME training sessions and thinks of including a child labour module in the future.

IPEC has collaborated with UNICEF on the UCW study on child begging<sup>11</sup> and the latter is a member of the NIC. Both agencies are planning for a more intensive partnership during a follow-up project in the Thiès region. During the first years of the project alliances were created with UNESCO (programme on school drop-outs), the UNFPA (network of journalists and centres for young people: information/training), UNODC (prostitution and street children), USAID (through the USAID Health Programme – HIV/AIDS approach; Entry Point «Survey on monitoring behaviour: child apprentices and girl vendors in the informal sector and petty traders) and the FAO.

Through the NIC and trainings IPEC has associated religious leaders, journalists, and elected representatives at the local and regional level to its project. This will be further reinforced with the national conference on child begging. The collaboration with journalists is not very systematic, and is renewed each time an event is planned. As mentioned earlier, an overall communication and awareness raising strategy would be useful in strengthening these ties. Once the web site is operational this might as well serve as a tool to keep the attention of the network of journalists focussed on child labour issues. The recently established collaborative agreement with the national broadcasting company can equally play an important role.

Traditional IPEC partners the trade unions and the employers organisations have not been as involved in this project as they used to be in earlier stages of IPEC activity in Senegal. By several accounts the employers lost touch with the project during the first two years due to communication problems with the CTA. The national coordinator has made some attempts at involving them again during the second half of the project, but was so taken by more urgent matters that concrete results could not be

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<sup>11</sup> *IPEC's contribution consisted mainly of technical assistance regarding the design of the study.*

achieved. The Inter Trade Union Committee has benefited from training and more training is scheduled for January. Its members repeatedly expressed the wish to be more involved, but have not yet made the effort to write a good proposal and show an inclination towards activities that are better carried out by NGOs. The comparative advantage of the trade unions lies in its widespread membership, notably in the education and tourism sectors; a suitable project might therefore be a training of trainers and the subsequent schooling of the membership on child labour monitoring.

### **Resource leveraging**

As mentioned above, apart from the GERME contribution, as a result of awareness raising activities by the NGOs intervening in the various areas, the elected representative of Ngoundiane has created a budget line for the elimination of child labour, and in Mbeubeuss the mayor provided a plot for the vocational skills raining. The Mayor of Mboro has equally promised to provide a plot, so that trainers can own and improve their workshops. Keur Socé and Mboro have expressed the intention to follow the example of Ngoundiane and create a budget line. The elected representatives in the operational area of ENDA Dakar will pay for the school fees of the last year of vocational skills training (20,000 CFA per student). All NGOs that arranged for birth registration managed to get reduced prices. E.g. ENDA obtained 300 certificates for 3,500 FCFA each, instead of the normal price of 15,000 FCFA.

Interesting about this kind of resource leveraging is that, even if the amounts may not be all that important, most contributions are generated by the community. It demonstrates to what extent the fight against child labour is owned at the local level.

### **Conclusions on enabling environment**

In spite of the lack of initiative by the Labour Ministry, there is a lot of potential to capitalize on the results achieved by the project, and strengthen existing ties between stakeholders. One problem that needs to be overcome to achieve an effective national coordination is the co-existence of two “national” steering committees: the NIC and the UNICEF/Ministry of the Family steering committee. Representation at the NIC should be higher level and stable, to enable the structure to become a true coordinative body independent of IPEC. More capacity building is necessary of national, regional and local government in strategic planning and resource mobilisation. Possibilities exist to further strengthen collaboration with various ministries, UNICEF, the media, the workers and employers.

Although some resources have been leveraged, it is probably worth exploring if more funds could be found through the PRSP. Close collaboration between IPEC and the Ministry of Labour would be beneficial in this respect.

### **Recommendations**

- More capacity building of partners, notably the Labour Ministry, in terms of strategic planning, resource mobilisation, and training skills.
- Ensure that data are provided for the child labour indicator in PRSP reports.
- Advocate for the creation of one national steering committee on child labour.
- Advocate for higher level and stable representation of partners at the NIC.
- Include the remaining five regions in the NIC and strengthen ties with the regional level by creating mechanisms for an effective flow of information and action plans based on the TBP, not IPEC.
- Think of ways to make existing partnerships more operational (notably with the Inter Trade Union Committee, UNICEF, and the PRSP unit) and renew ties with the employers’ organisations. An idea would be to meet with each of the organisations to agree on the role they could play in the TBP, propose activities and a time line, and decide upon the financial contribution of each and/or solicit funding from third parties.

## 7. Project Implementation

### Have the immediate objectives been achieved?

The table below shows to what extent the six immediate objectives addressed with USDOL funding have been achieved. More detailed information is provided in the table on page 13. The project has achieved the best results on the first, fourth and seventh objective. Important progress has been made on the second and sixth objective, but more time is needed to accomplish all results. Most successful under the fifth objective were the large media campaigns, the awareness raising activities in each project location, and the documentary film that was recently produced and will be broadcasted in January. As mentioned earlier though, the objective lacks an overall strategy and targets, as a result of which there is no real cohesion between the activities.

No	Immediate Objective	Final Status
1	<b>National capacity to combat the Worst Forms of Child Labour enhanced</b>	<b>Yes, all outputs have been achieved, although more capacity building would be necessary and the TBP umbrella framework awaits adoption by the Government.</b>
2	<b>An harmonized legal framework is known and respected</b>	<b>No, important preparatory steps have been made, but the legal framework is not yet harmonized.</b>
3	<b>The capacity of the education system to attract and retain children at risk of child labour has been strengthened</b>	<b>Not Available</b>
4	<b>The knowledge base for planning, designing, implementing and monitoring and evaluating child labour interventions in Senegal has been enhanced.</b>	<b>Yes, all outputs were delivered.</b>
5	<b>Senegalese society is aware of the negative consequences of the WFCL</b>	<b>All outputs were delivered, but their impact has not been measured; it is difficult to establish to what extent Senegalese society is aware.</b>
6	<b>Effective strategies against the exploitation of children through begging have been developed and are being implemented</b>	<b>Results have been achieved on all three outputs, but none has been accomplished in full. Total achievement is estimated at 50% (90%, respectively 30% and 30% for each output).<sup>12</sup></b>
7	<b>Children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labour in domestic work, fishing and agriculture</b>	<b>Overall achievement: 106% of target Prevention: 116% of target Withdrawal: 87% of target</b>

<sup>12</sup> The estimate is based on the fact that progress has been made on all outputs, but none has been achieved in full. The first (knowledge base) has been completed for 90% in the sense that the studies have been carried out and draft reports are available and waiting to be validated. For the second output important preparatory work has been performed, but the actual awareness raising still needs to be done, the evaluator thus estimates this to have been achieved 30%. In respect to the third output, some APs have addressed begging, but national strategies still need to be developed after the conference, the evaluator estimated an achievement also at 30%. All together leading to an average of 50%

## What is the quality of the outputs?

On the whole, the quality of outputs has been good. Partners have expressed satisfaction over training offered; documents and awareness raising materials are generally well produced. While the quality of direct action will be addressed more in detail in the next chapter, some other outputs will be highlighted here and provided with observations.

- The Project of Support to the Time Bound Project, as developed by the various stakeholders, consists of two parts: a descriptive policy document, the “Plan cadre”, and the national action plan. The Plan cadre is a sound document, adequately delineating background, legislative framework, strategies, actors, priorities and intervention areas. These are reflected in the national action plan, in which, however, no mention is made of how the various elements relate to existing policy. E.g. nearly all of the activities mentioned under the education component are covered by the existing education policy (PDEF). Including such references not only demonstrate coherence in national policies, but provide an indication of where additional action is needed.

It should be noted that upon adoption of the plan it needs to be made operational to support its realisation. To mention some aspects:

- The resources needed and funding sources need to be described. To mention again the previous example, a great deal of the PDEF has already been funded. It will help the government focus if data are provided on how much is necessary in what intervention area and how much has already been assured;
- A work plan will have to be developed, as so far the implementation stages have been indicated in very general terms.
- Performance indicators will have to be formulated, and a monitoring and evaluation plan elaborated.

The studies carried out by the project represent well-coordinated efforts, of which the results and methods are complementary. The qualitative and quantitative baseline study performed in the six project regions sustains the outcomes of the national SIMPOC survey. They both state that approximately 37% of the Senegalese children are economically active, which suggests that at least until 2005 (when the data were collected) the situation has not improved much compared to the first estimations made in 1993<sup>13</sup>. Both documents provide a good basis for policy development and targeting direct action. The studies are currently being printed and a thousand copies of each will be distributed among stakeholders. Electronic versions will be available on the TBP web site, soon to be published.

The UCW study on child begging in Dakar also comprises both qualitative and quantitative data. The methodology has been replicated to carry out a similar study in Thiès, the region in which future IPEC action will be concentrated. Both the baseline and the UCW studies have strengthened the capacities of one of the most important training and research institutes in Senegal, the National School of Applied Economics. Its director of studies currently explores the possibilities of including a module on child labour in the school’s curriculum.

The two legal studies carried out give a good overview of the gaps and inconsistencies in the Senegalese legal framework, and have prepared the ground for the actual harmonisation of laws. As all studies were completed and validated only recently, they have not yet impacted on national policy or debates. The UCW studies provide important input for the National Conference on child begging to be held in January.

Training was provided to many stakeholders: the Child Labour Unit, the NIC members, the Regional Intersectoral Committee members, the Inter Trade Union Committee, journalists, religious leaders, a

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<sup>13</sup> *It has to be noted though that the category of “economically active children” used in the recent studies may not be entirely comparable to the category of “working children” developed in the 1993. More in-depth comparison is necessary to draw final conclusions.*



group of labour inspectors, and the implementing agencies. A review of five training reports<sup>14</sup> provided by the project team leads to the following observations:

- In all cases the workshop was highly appreciated by the trainees.
- Participative methods were used.
- The workshop duration was relatively short (2-3 days) and more time was spent on theory than on practice. The only exception was the training of implementing agencies in January 2006, which lasted for five days, was essentially practical in nature, and followed by on-site training in database management. It was meant to familiarise the NGOs with IPEC reporting formats, the beneficiary database, and gender sensitive approaches in the field.
- The above-mentioned IA training, though very useful, was provided 2-6 months after the start of the projects. The second generation of APs (by ENDA-Graf in Mbeubeuss, ASEM, and APROFES) has not benefited from a similar workshop, but was trained on-site by the project team. Organizing APs in cohorts would enable the project staff to organize a training workshop at the start of the project.
- All training was performed by the IPEC team and the CLU coordinator, and there has been no training of trainers. Impact would have been larger if, for example, IPEC had trained a number of labour inspectors as trainers, and funded workshops for the entire inspectorate. IPEC could benefit from the ILO DECLARATION experience in Morocco in this respect.

IPEC will use its resources more efficiently, and contribute more to national capacity building, if it becomes more indirectly involved in training.

The main awareness raising outputs were the June 12 campaigns and the documentary film<sup>15</sup>. The former have always been big events, with many hundreds of participants, and national television and radio broadcasting. Children have marched and performed street theatre, elected representatives have spoken, and big musical manifestations have been organized. The documentary is a professionally made 30-minute film about the hazards of child labour and IPEC good practices in addressing exploitative labour. It takes the viewer through various intervention sites, while children, parents, and NGO and IPEC staff present their views. The film is expected to be broadcasted in January on national television, accompanied with a debate on child labour. Also in January, a one-month sub-regional musical tour focusing on child labour is scheduled to take place with Golden-Record winner and UNDP ambassador Koumba Gawlo Seck. Awareness raising materials have been prepared for this event. The network of journalists will be part of the tour, as it has been part of all other activities.

### **Did the project adhere to its work plan?**

Activities were executed according to the original work plan, but nearly all outputs were delivered with some degree of delay, varying from a few months to two years. This is due to a variety of factors.

- First of all it is extremely difficult to plan ahead for the entire project life, especially if many actors are involved. An annual revision of the work plan would be justifiable.
- The participative approach, though necessary and valuable, makes the process unpredictable. This applies notably to the activities in collaboration with the government, the staff of which underwent many changes, each entailing new delays.
- IPEC itself had to face the consequences of changes in team composition twice. The person who had been the National Programme Manager (NPM) for five years became ill shortly before the start of the project of support and could not continue her work. The Chief

<sup>14</sup> “Atelier de formation des inspecteurs du travail”; “Compte rendu atelier Comité Intersectoriel National”; “Rapport de mission de formation et de mise à jour des bases de données du programme IPEC Dakar”; “Rapport formation enquêteurs étude de base”; “Rapport séminaire genre, base de données, procédures AF”

<sup>15</sup> At the time of the field visit the film had been completed. ILO had signed an agreement with the National Broadcasting Company and the NPM was invited for a live debate about child labour on January 8<sup>th</sup> 2008 at National Television, during which the documentary was also aired.

Technical Advisor (CTA), had never worked in Africa before and was unfamiliar with IPEC experience in Senegal. The contract of the CTA expired after two years, upon which the current NPM was hired. On both occasions there was little or no time to assure a smooth transition, which resulted in time loss.

- And finally, lengthy approval procedures within IPEC also account for part of the delays. These were partly due to the lack of technical skills in proposal writing at the level of the NGOs, but perhaps also the insufficient capacity at the IPEC office to monitor these processes effectively. The process became long because the proposals were reviewed not just by the CTA/NPM, but also by the child labour specialist, who because of her many responsibilities could not always attend to them immediately. Clear guidelines and training of the IPEC staff might prevent at least part of the back and forth between NPM and child labour specialist. In addition, training of the NGOs in proposal writing, logical framework development and IPEC/USDOL guidelines at the start of the process would also have accelerated the approval process.

It is important that foreseeable delaying factors, such as the second and fourth mentioned above, be taken into account when developing a work plan and that ambitions be adapted accordingly.

### **Did the project strategies effectively address the constraints and possibilities of the government and other partners of the TBP?**

Possibilities and constraints of the stakeholders were adequately analysed in the project document and addressed through activities such as the creation and training of the CLU and the NIC, the technical equipment of the CLU, and the training of numerous other stakeholders. Two processes are particularly worth mentioning in this respect:

- The complex process, led by the CLU, of elaborating the TBP with the involvement of six regional committees as well as the national government, could never have taken place without proper understanding of the way in which the involved structures operate and how they can be propelled into action for the common cause of child labour elimination.
- The efforts employed for the elimination of child begging also demonstrates insight in the way in which this sensitive issue can be tackled. Because most child begging is related to religion, any attempt at changing current practices needs to involve the religious leaders. Since the only player who can successfully bring to the table all relevant religious leaders is the state, the process needed to be headed by the government. The Ministry of the Family has taken on this role very seriously and, although progress is slow, the National Conference planned (to be chaired by the Head of State) is an important step in the right direction.

In spite of these achievements, further capacity building is necessary through training on practical skills, such as strategic planning, resource mobilisation, didactics and workshop development (to enable the replication and expansion of training provided by IPEC).

### **Did the project remain consistent with and supportive of the TBP?**

The main strategies defined in the TBP document are:

- Creating an enabling environment
- Child labour prevention
- The protection of children who are old enough to work
- The restitution of the rights of working children through withdrawal, rehabilitation and professional reinsertion.

The main intervention areas of the project of support are the legislation and its enforcement, occupational safety and health, education, vocational skills training, economic development and employment, improvement of the knowledge basis, communication and social mobilisation. This clearly demonstrates that the project is consistent with and supportive of the Project of Support to the Time Bound Project.

## **How did factors outside the control of the project affect implementation and how did the project respond to obstacles?**

The project has been faced with two main obstacles: institutional instability and communication problems within the team and with the partners during the first two years. To the first, the project has responded by informing and mobilising each time a position was renewed. In principle, this is all the project could do. The Labour Ministry is, however, confronted with staff changes more often than other ministries, because it is perceived as an unattractive working environment. This, according to several accounts, is mainly because it does not have the resources other Ministries do. The project might be able to play a role in acquiring funds for the implementation of the TBP, and thus contribute to more stability within the Ministry.

The second problem was due to the change in project management from the former French funded to the USDOL project. This change in project management led to misunderstandings and delays and the reduced collaboration of some partners. IPEC responded to this situation by asking the child labour specialist based in Dakar to provide mediation services which resulted in a more or less workable situation. IPEC Geneva might have assisted the project team more intensively by arranging for professional coaching early on in the project.

## **How were recommendations from the mid-term evaluation acted upon and to what effect?**

Most recommendations have been followed-up by the NPM; in as far as they could be executed and were still relevant when he took over from the CTA. The mid-term evaluation would probably have had more impact if there had not been a change of staff shortly after. It is unfortunate that the first two recommendations (revising the second and fifth objective and the performance indicators) have not been executed, as that would have been useful, but it is understandable that focus on these issues got lost in the transition of project managers. See the table in the annexes for a complete overview of the project response to the mid-term recommendations.

## **Conclusions on Project Implementation**

What should mark the difference between a project of support and a regular national programme is a strategy directed essentially towards capacity building and putting in place sustainable structures, so that eventually a country can fly on its own wings. Although IPEC Senegal has succeeded to accomplish significant results in that respect, this line of thinking could be carried further. Capacity building has thus far focused more on the sharing of information than on the acquisition of skills, such as strategic planning, resource mobilisation, didactics and workshop development (as part as a training of trainers). If IPEC would put more emphasis on skills training, and involve third parties as trainers, it would at the same time contribute more to national capacity building and create time to focus on other aspects, such as mainstreaming child labour into other policies, creating an national child labour monitoring system (CLMS), and connecting national, regional, district and community levels.

## **Recommendations**

- See to the operationalisation of the national action plan of the TBP upon its adoption by the Government, so that priority areas for action and the resources needed are revealed, timing is elaborated in more detail and an M&E plan (including performance indicators) is developed.
- Include more capacity building through training on practical skills, such as strategic planning, resource mobilisation, didactics and workshop development (to enable the replication and expansion of training provided by IPEC).
- Involve third parties in training, again to contribute more to national capacity building and to use IPEC resources more efficiently.
- Organize APs in cohorts to enable a training workshop at the start of the project.
- Focus (instead of the training activities) on mainstreaming child labour into other policies, creating an national child labour monitoring system (CLMS), and connecting national, regional, district and community levels.

For future projects:

- Take foreseeable delaying factors into account when developing a work plan and adapt ambitions accordingly.

## 8. Direct Action

### How did the Action Programmes (APs) contribute to the achievement of the objectives?

With USDOL funding a total of 10 Action Programmes have been financed, of which one addressed the first objective (with the CLU - achievements already discussed above), one focused on the fifth objective (with Ndeyi Jirim), and the remaining eight contribute to the achievement of the sixth and seventh objective through direct support. The following table summarizes how the various outputs were addressed, while a more detailed table can be found in Annex A.

<b>IO</b>	<b>Output</b>	<b>AP contribution</b>
<b>5</b>	<b>5.1 Key opinion leaders (journalists, religious leaders, community leaders) trained and networked</b>	<b>A PA in the region Diourbel has trained community and religious leaders in 3 districts.</b>
<b>6</b>	<b>6.3 Strategies for combating the exploitation of children through begging, targeting specific categories of concerned stakeholders developed.</b>	<b>Two APs have addressed child begging and withdrawn 50 (Claire Enfance), respectively 30 (ASEM) children from begging.</b>
<b>7</b>	<b>7.2 Target children provided with education and other services</b>	<b>With USDOL funding 8 APs providing direct support have been implemented. In all, services have been provided to 9531 children (2595 withdrawn and 6936 prevented) (see also the action programme table in the annexes)</b>
	<b>7.3 Contribution to the economic empowerment of the families of the targeted children.</b>	<b>In all 840 families have been economically empowered through training and access to credit. Two local administrations have integrated the elimination of child labour into their annual budgets and action plans; one other has pledged to do so for 2008 (budgets are currently being developed)</b>
	<b>7.4 Community-based child labour monitoring system in place</b>	<b>In each area of intervention of the 8 APs community based monitoring systems are in place. A consultant has developed a general database comprising the data of each local monitoring system, which will be transferred to the child labour unit by the end of the year 2007.</b>

### What kind of benefits have target groups gained?

All projects comprised activities to raise awareness on the hazards of child labour, the importance of education, and the role of parents and the community therein. The NGOs each had participative approaches, leading to strong community mobilisation. As a result, community groups participated in beneficiary selection and monitoring, project management, and various forms of peer education. Collaboration was established with the local, and sometimes district (Claire Enfance, APROFES) administration, which subsequently participated in awareness raising activities, monitoring, facilitating administrative procedures and in some areas inclusion of the child labour issue into the local development plan and budget. An unexpected result for Ndeyi Jirim was the creation –upon the initiative of their trainees- of child labour watch groups in each of the three districts concerned by the project.

A variety of services were offered to children and youth:

- 6-8 year olds were enrolled in primary school;
- Children at-risk of dropping out were supported through stationary, uniforms, books and/or tutoring classes to remain in school;
- Children below the age of 14 who had dropped out were re-enrolled and supported through similar services;
- Working children aged 14-17 were withdrawn and offered skills training and in some cases functional literacy classes, or benefited from improved working conditions; ENDA Mbeubeuss also provided theory classes to reinforce the practical training;
- A total of 860 children were assisted to obtain birth registration;
- 80 youths benefited from business training and monitoring through the GERME project;
- In addition 1722 children were offered health services and 363 received transport fees and school meals.

A total of 840 parents<sup>16</sup> (mainly women) were trained in income generation, some in business management, and benefited from access to micro-credit or a revolving fund (from additional funding sources).

### **What were the selection criteria for beneficiaries?**

Selection criteria were:

- Age (children aged 14-17 were provided with vocational skills training and in some cases functional literacy; younger children were enrolled or sustained in school)
- Gender (at least half of the children had to be girls)
- Working situation: for the vocational skills training children working in one of the target sectors were targeted; for school support children “at-risk” of dropping out or entering labour prematurely were targeted.

PLAN added other criteria such as “physical handicaps”, “excellence” and “contribution of the parents to the community”. The NGO’s explanation for these criteria was that the community insisted, because active parents and children who worked hard in school might be disappointed if they did not get selected. Apparently, PLAN has not succeeded in explaining the purpose of targeting “at-risk” children and in challenging the traditional idea that if children do not perform well it is their own fault.

Children were often perceived as being “at-risk” of entering child labour if they had dropped out, if their families were poor, or if they were orphans. Few people mentioned the criterion of having working siblings.

### **How has the project mainstreamed gender into its activities?**

Seven NGOs of the first generation of APs were trained on gender issues: ENDA-Graf, Claire Enfance, PLAN, APROFES, Centre Emmanuel, Ndeyi Jirim, and AMARC, an NGO that ultimately decided to abstain from executing an AP. The second generation NGOs were trained on-site. This has led mainly to an emphasis on girl enrolment in both primary school and vocational skills training. The overall girl beneficiary rate was 60%, with equal rates for withdrawal and prevention. The Centre Emmanuel has targeted girls only, as it focused on child domestic work; APROFES on the other hand included 400 boys compared to 250 girls, because of its emphasis on child labour in agriculture.

Although this is an important achievement, the following observations can be made:

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<sup>16</sup> *IPEC reported a total of 1060, which includes the 220 persons that APROFES planned to train. As it is unlikely that this objective will be achieved under the current project, this number has been withdrawn from the total.*

- To the knowledge of the evaluation team, there has been no particular awareness raising on the traditional gender division of tasks and possible drawbacks (in terms of increased workload) on siblings if children are supported to go to school.
- The trades chosen were generally stereotypical: girls were offered training in tailoring, hairdressing, dyeing, or traditional handicrafts such as crochet and embroidery, whereas boys would be taught car mechanics, carpentry or metal work. Only ASEM has innovatively introduced electricity classes for both boys and girls, and are thinking of expanding with training in ICT. Introducing different trades not only creates new possibilities for boys and girls, but may also have a positive impact on their employability.
- Income generation typically targeted women (except with Centre Emmanuel and ENDA-Graf Dakar, who targeted nearly 50% men), probably because everyone knows that women are more likely to pay back loans and invest benefits in the future of their children. Although this may be true, men tend to become increasingly sidelined, and women overburdened if this logic is followed by all. Thinking about how men can be affiliated and made to invest in their children's future is an interesting challenge for all NGOs.
- Related to this issue is the fact that in Senegal participants in awareness raising meetings and monitoring committees are generally women. NGOs and IPEC might want to give some thought to the question of how men can be reached too and become active participants.

### **Has the project responded to the real needs of the beneficiaries?**

The project staff estimates that if the survey findings had been available earlier on in the project, it would have been easier to target specific groups of child labourers. The project might, for instance, have included border regions from where a lot of child labourers originate. Having said this, in all intervention areas the project was perceived as very relevant and strongly adhered to by the population and other stakeholders. E.g. in the PLAN area near Thiès parents went to Dakar to collect their daughters, who were employed there as domestic workers, to enrol in the programme. The girls say that they are very happy to back now that they can learn a trade. Word of mouth made the programme so popular that there is currently a waiting list for another seventy girls and a hundred boys.

While all services delivered did address real needs, some interventions were more successful than others. A few examples will mark this point.

Both PLAN and ASEM offered classes in hairdressing. ASEM made use of the services and salons of two hairdressers in Mboro, who each took on 28 girls for training. A one-year programme was established, some equipment and toolkits for the trainees purchased. The salons were too small to offer seats to all girls, and a limited quantity of dressing heads, hair, and styling products were available. In between helping their customers, the trainers taught the girls hairstyles and plaiting techniques. The 56 girls are from the town of Mboro, where it is not obvious that they will all find employment. The ASEM approach costs 7,200 FCFA (16\$) per girl. PLAN equipped a hall provided by a community member with side tables, seats and dressing heads for each of the 30 students. A professional hairdresser and trainer were hired to teach the girls a three-year programme; additional funds will ensure continuity of the programme. Twelve girls benefited from a business training, which gave them the idea to save money for some start-up capital. The teacher takes them to Thiès once in a while, where she has her own salon in which she can teach them other things. She plans to hire a few of them when they graduate; others are from different villages and will have no trouble finding customers. This approach costs 23,300 FCFA (52\$) per girl. Although the PLAN approach is more costly, it is likely to produce more sustainable results.

To increase the income of parents ENDA and ASEM both provided training and access to credit. The evaluation team met a group of women from each project, both of which had received training in food transformation. Mboro lies in a vegetable gardening zone; the ENDA women work in the fishing industry. The ASEM beneficiaries had different projects, which they had started a month before the evaluation visit. ASEM had facilitated access to a micro-credit institution, which had given them a 50,000 CFA loan, to be paid off in six monthly terms with a 10,000 CFA interest. The women who

had planned a gardening project renounced, because they would not be able to pay off until after six months, when they would harvest their crop. The other women had accepted the loan, but only those who engaged in short business cycles of buying and selling would be able to pay the monthly terms without problem. None of them was sure that they would make more profit than the interest they had to pay. The ENDA women were all long-time members of an association of fish transformers, and all engaged in a single activity: conserving and selling fish. With additional funds secured by ENDA, twenty-five of them received an amount of 25,000 CFA for which they bought fresh fish to dry. After one month they had to pay back the entire sum plus 2,500 CFA that was added to the total. To date, they have doubled the total amount of the fund, 45 women are benefiting, all the women's children are enrolled in school, and they have been able to invest in a trade network in neighbouring country Mali. In this case the formula of a revolving fund was more attractive than an official loan, as the fund was managed at no cost, the interest is re-invested in the common fund, and the terms are adapted to the activity at hand. What made this unusual success too, was that all women engaged in the same activity and already had a longstanding collaboration favouring mutual trust.

Another observation is that the number of families who benefited from IGA was small compared to the number of child beneficiaries (1:11); if poverty is indeed the main cause of child labour this rate should be increased. And finally, practical skills training (whether for youth or for parents) should always be accompanied by business management training and start-up kits, to enable the projected activities to really fly.

### **How effective and sustainable were CLM strategies?**

Within the context of their projects partners have demonstrated good understanding of the definitions of withdrawal and prevention. Only Claire Enfance and ASEM have worked with children engaged in the WFCL, which implies that monitoring was not as challenging as when, for example, CSEC was targeted, and stakeholders would have to make sure that children were watched at all times. While the evaluation team did not visit Claire Enfance, ASEM worked with younger child beggars, who were freed from begging by their teacher. In a small town like Mboro it was easy to establish if the children were effectively withdrawn.

All NGOs received training on filling-out and updating the beneficiary database. This presented some problems at the start, but eventually they all provided accurate (but not always complete) data to feed into the Technical Progress Reports. A consultant has merged all project databases into one, which will be managed by the CLU. It comprises data on the identity of the beneficiary, age, place, date of enrolment and the services received. Technical problems with databases are caused by the fact that data are usually provided by community groups, who have received little or no training on the function and operation of databases, and that they are managed by NGO staff with a generally low degree of computer literacy, often likewise affinity with computers, and a long list of pressing matters. Things tend to improve if an NGO has a monitoring and evaluation unit, but most do not.

Monitoring was in most cases done by schools, local child labour monitoring committees, and the NGOs. The four partners met affirmed that the structures put in place would continue to function after the project phased out. The community groups confirmed this. IPEC staff has made 2-3 monitoring visits per project, which included technical assistance on database management, but did not involve checking and counting beneficiaries. IPEC itself would benefit from an M&E officer, who could take care of part of the site visits, provide more training to NGOs, and analyse data, which is something for which the small team just cannot find time.

### **How have APs been documented?**

NGOs were held to write progress reports every 3-4 months, a self-evaluation report, and a final technical report, in addition to financial reports. Good practices from eight projects have been collected. A number of projects was pictured in the IPEC documentary, while PLAN also produced a film.

### **Were the appropriate partners identified for implementation?**

The general success of the projects shows that the appropriate partners have been identified. Two

(APROFES and ASEM) were new to child labour projects and underwent a learning process, but – except for the income generation of APROFES parents- have managed to achieve and surpass their objectives and meet all management requirements. Their strength is that both have various other partners and activities in the same area, which will help ensure sustainability of their results. ASEM had one of the most innovative projects and went to great lengths to ensure professional services. It is recommended though that APROFES improve its planning capacity. According to verbal and written<sup>17</sup> accounts by the IPEC team, the Centre Emmanuel, on the other hand caused a disproportionate amount of supervision by IPEC despite being the oldest IPEC partner. It should be noted that they have reached most of their targets. The four partners met during the evaluation visit all affirmed that their capacity in conceiving and managing child labour projects had increased, thanks to the training and skilful monitoring of the IPEC team.

### **Did results obtained justify the costs incurred?**

The table below –in a rough comparison of total project cost to the number of beneficiaries- shows the enormous variation in costs per child between projects that offer more or less the same services. At one extreme there is ENDA-Graf Mbeubeuss, with the very high cost of 580\$ per child. Although the NGO offers a very complete package, which can at least partly be justified by the difficult target group of children working at the garbage dump, and works with every parent too, this still does not seem very cost effective<sup>18</sup>. On the other extreme, three projects hover around 25\$ per child. The services offered to beneficiaries are clearly less complete than with other projects: the trainers and teachers of ENDA-Graf never paid home visits to the beneficiaries, did not know how many meals a day they received, and did not provide meals either. Centre Emmanuel took some measures to provide health services, but this did not last very long. APROFES too did not provide any special services, apart from extra classes during the holidays. The three projects that form the middle ground were characterised by intensive monitoring, extra services (health, school meals, workshop improvement) and professional training and start-up kits (PLAN and ASEM).

<i>NGO</i>	<i>Cost of project</i>	<i>No child beneficiaries</i>	<i>Cost/child</i>
<b>APROFES</b>	<b>\$55'549</b>	<b>1987</b>	<b>\$28</b>
<b>PLAN</b>	<b>\$63'499</b>	<b>570</b>	<b>\$111</b>
<b>ASEM</b>	<b>\$40'260</b>	<b>488</b>	<b>\$83</b>
<b>Centre Emmanuel</b>	<b>\$69'607</b>	<b>3194</b>	<b>\$22</b>
<b>Claire Enfance</b>	<b>\$16'360</b>	<b>335</b>	<b>\$49</b>
<b>ENDA-Graf Mbeubeuss</b>	<b>\$57'973</b>	<b>100</b>	<b>\$580</b>
<b>ENDA-Graf Dakar</b>	<b>\$63'438</b>	<b>2777</b>	<b>\$23</b>

IPEC might, on the basis of these experiences, be able to define some kind of optimum, to avoid inefficiency on the one hand, and incomplete services on the other. The latter is particularly important, as a low level of services can affect sustainability (e.g. incomplete training, no start-up kit), as a result of which withdrawn children may return to work.

### **Conclusions on direct action**

The overall quality of direct action programmes is satisfactory. Even if the concept of “at-risk” is not always properly defined, on the whole the right beneficiaries have been selected. All partners are gender conscious, but might benefit from challenging a little more existing gender roles, to create new opportunities for beneficiaries and re-involve men in the education of their children.

<sup>17</sup> The problems section in the February and September 2007 TPRs mention “problems of financial management and effectiveness of some products and activities declared in the technical and financial progress reports” and various measures taken by the IPEC team including monitoring visits, formal letters addressed to the NGO, and a proposed revised work plan.

<sup>18</sup> The project budget does not show enough details to see how the level of funds attributed to various activities was estimated.



Needs were properly addressed, and the project is strongly adhered to. There is a great variation in costs per child, which is explained most of all by the level of services provided.

### **Recommendations**

- NGOs and IPEC should think about strategies to reach and include men, and incite them to invest in their children's future.
- Define an optimum cost per child and minimum services needed to achieve sustainable results.
- Expand the IPEC project team with an M&E officer, who could take care of part of the site visits, provide more training, and analyse the data.

## ***9. Project Monitoring and Management***

### **Project monitoring**

As mentioned above, direct action was monitored by schools, the community, the NGOs and IPEC through monitoring visits that were usually scheduled before a TPR was due. The project staff used the PMP to report progress on indicators bi-annually. The monitoring plan has not changed throughout the project, in spite of the recommendation in the mid-term evaluation report to do so (see also section on the evaluation recommendations). Although the format has been filled out duly, it would have been easier to read, and less labour intensive to fill out if the team had developed updatable quantitative indicators.

### **Project management**

The project has been managed well since the NPM took over, but the team faces one big challenge: lack of time. This is notably due to two factors.

Around the time that the contract of the CTA phased out, the finance officer and the project assistant also left and (for budgetary reasons) were not replaced. This meant more work for all, and notably for the NPM who took on the responsibilities of the finances officer. As a result, the entire team performs supplementary hours on a regular basis.

Time could be spent more efficiently if the project would delegate more responsibilities to others (as suggested earlier) and sign larger and lengthier sub-contracts for direct action. Freeing the NPM in this way would allow him to work more on strategic aspects.

### **Conclusion on project Monitoring and Management**

The IPEC team is overburdened, which could be solved by a more indirect approach and hiring staff.

### **Recommendation**

- IPEC ought to protect its staff members from structural over work by hiring staff and reorganizing the workload.

## ***10. Sustainability***

As mentioned in the first chapter, the entire set up of the project is to achieve sustainable results. Main outputs, such as the creation of the CLU, the development of the TBP, and the insertion of child labour into the PRSP were meant to put in place durable structures that would eventually make IPEC redundant. In spite of the fact that outputs were delivered, the sustainability strategies have only been partly successful: in the preceding chapters it has been made clear that additional capacity building and technical assistance is needed for the TBP to really take off and for structures like the CLU and

the NIC to operate independently from IPEC. It has also been suggested that the objective to achieve such level of independence was perhaps a little ambitious for the time frame and funding level of the project of support.

Ownership of the project has been encouraged by strong stakeholder participation from the national to the community level. This, and the choice of NGOs who work with various partners, contributes to the sustainability of direct action. Challenges are the limited duration of the APs, and the fact that not all beneficiaries of vocational training are well prepared to enter the labour market: most NGOs do not provide start-up kits and not every youth has benefited from business training.

Based on the experience in direct action intervention models could now be developed to be shared and replicated in future projects. Stakeholders in the intervention areas are all aware that the project of support is ending, and most have found ways to continue support services and child labour monitoring.

## ***11. Lessons Learned & Good Practices***

### **Lessons Learned**

#### **Partner responsibility**

The experience in Senegal shows that IPEC can only go a certain distance in creating an enabling environment for the elimination of child labour. IPEC can provide technical assistance and initial funding and build the technical skills of selected members of the administration. The government, and more specifically the Labour Ministry, ought to demonstrate their political will by adopting the TBP, creating the conditions for the CLU to perform its duties, and seizing the opportunities for resource mobilisation. Stronger appropriation of the issue of child labour at the national level is necessary to ensure the implementation of the TBP.

#### **Intervention models**

Through the consecutive programmes IPEC Senegal has gained a wealth of experience in direct action. This should enable the IPEC team and its partners to develop intervention models and define an optimum cost of expenditure per child, according to various services delivered. To promote sustainability projects should be of sufficient duration and services offered should create the conditions for children to study (birth certificates, school canteens) and for trained youths to be employed (business training, functional literacy training, and start-up kits).

#### **Gender**

The Action Programmes were gender sensitive in that all NGOs balanced the girl/boy ratio in targeting beneficiaries. However, the trades offered for vocational skill training were in most cases stereotypical (e.g. hairdressing and tailoring for girls and mechanics for boys) and not necessarily adapted to the market. Income generation for parents often focused on women, as they are generally more likely to pay back loans and invest in their children's future than men. The risk of targeting women only is that women become overburdened and men become sidelined. More innovative thinking is necessary to challenge gender boundaries and re-involve men in the education of their children.

### **Good Practices**

#### **Participative approach**

IPEC used a very participative approach in developing the TBP and the APs. Although time consuming, the consultations of partners had a positive impact on the appropriation of the child labour issue, notably at the local level. It incited the Ngoundiane administration to include the elimination of child labour as objectives into its local development plan and to create a budget line for activities in

this field. In Mbeubeuss, the mayor provided a plot for the vocational skills raining. The Mboro and Keur Socé administrations affirmed that they were preparing to follow these examples. In Diourbel, three districts have created watch groups composed of government, religious leaders and civil society, which will be able to operate without IPEC funding. All of these are encouraging examples of local level involvement that may inspire other communities and districts to follow. The success of these cases probably lies in the combination of effective awareness raising by the IPEC partners in the areas (PLAN, ASEM, and Ndeye Jirim) and a few resourceful persons who were receptive to the message. If well exploited these experiences may be multiplied.

#### Synergy across ILO programmes

The IPEC team in Senegal has established collaboration with the GERME project, which has been beneficial to the fight against child labour. GERME training has contributed to the strengthening of the business skills of beneficiary parents and vice versa a child labour indicator has been included into GERME micro enterprise monitoring. IPEC is also working on developing a child labour module for the GERME training programme. These efforts could be scaled up, both within Senegal, and throughout IPEC and GERME projects in the world.

#### Mainstreaming child labour

An important contribution to the mainstreaming of efforts to eliminate child labour in Senegal was the inclusion of a child labour indicator into the PRSP. Besides providing recognition of the fact that child labour is a transversal problem that needs to be addressed alongside other development issues, this could draw donor attention and thus attract additional funding. If well managed by the Labour Ministry the incidence of child labour will be regularly monitored. This strategy is worth replication in other countries.

#### Sustainability of direct action

Various strategies can lead to the sustainability of direct action. With a problem as complex as child labour, limited funds and a tight time frame, sustainability becomes particularly challenging. A strategy, which has been applied very well by the project, is that of partner choice. NGOs were selected who worked with a variety of donors and had a long-standing experience in the intervention areas. Several of these NGOs were able to secure additional funding, which ensured continuity of monitoring and school support leading –eventually- to the sustainability of the interventions.

## ANNEXES

*Annex A: Action Programme Table*

	Action Programme	Achievements as per I/A report or statements made by I/A				Achievements as per project management (Comments, additions)	Observations by evaluation team & follow up projects visited
		Target Groups			Other Qualitative		
1	ENDA GRAF Dakar		B	G	T	This project had a slow start; although it has phased out, the NGO continues to monitor the children	ENDA has worked in fishing communities, where husbands retire at the age of 40, children work like adults from the age of 12, and women are often solely responsible for the children's education. The NGO has succeeded in surpassing targets and in strongly mobilising the community. Children are still in school; price of training materials is a challenge for some. Elected representatives are engaged in the project and have made financial contributions. The association of fishermen proposes to monitor child labour on the beach. Observations: Teachers often had no idea whether children had breakfast or lunch and home visits were never paid. Such aspects should be monitored as they are a frequent cause for drop-
		W	484	403	887		
		P	841	1049	1890		
		T	1325	1425	2777		
		220 families			<p>Analysis of the child labour situation in the operational area</p> <p>Awareness raising campaign among fishing communities to increase school enrolment</p> <p>(re-)enrolment of beneficiaries &amp; provision of stationary</p> <p>Tutoring classes</p> <p>Vocational training for children beyond primary school age &amp; distribution of training materials</p> <p>Improvement of working conditions of older youth (&gt;15) &amp; distribution of protective gear</p> <p>Awareness raising of parents &amp; children on hazards of fishing</p> <p>Training of parents in improved fishing and transformation techniques</p> <p>Watch groups created to monitor child labour.</p> <p>Good practices in the reduction of child labour in the fishing industry identified &amp; documented</p> <p>Documentary film produced on the hazards of child labour in the fishing industry &amp; brochure.</p> <p>220 families benefited from training and</p>		

	Action Programme	Achievements as per I/A report or statements made by I/A				Achievements as per project management (Comments, additions)	Observations by evaluation team & follow up projects visited	
		Target Groups		Other Qualitative				
						access to revolving funds		out. School canteens would be beneficial. Women trained in fish transformation; very successful revolving fund pays school fees of al children + benefit + expanding number of women (20 – 45 now).
2	Centre Emmanuel Fatick		B	G	T	Selection & enrolment of beneficiaries Distribution of stationary Assistance in the acquisition of birth certificates Tutoring classes Broadcasting of functional literacy programmes for children Health services Vocational training for children beyond primary school age. Assistance to families to develop IGAs	The NGO had planned to assist beneficiaries in the acquisition of birth certificates, but this has not been done. This is the oldest IPEC partner in Senegal, but they no longer show the same engagement. Radio programmes and health services not sustainable.	
		W	-	650	650			
		P	575	1969	2544			
		T	575	2619	3194			
		220 families						
3	PLAN Thiès		B	G	T	Selection & enrolment of beneficiaries Distribution of stationary Vocational training for children beyond primary school age. Integration of the reduction of child labour into the budget of the community. Broadcasting of radio programmes on the WFCL & documentary film Training of families on child rights and the national legislation concerning child labour.	This is one of the best APs.	Observations: The NGO has not succeeded in explaining the concept of “at-risk” children to the community; as a result factors like “excellence” and “contribution of parents to the community” weighed in the selection of beneficiaries. Project was originated and strongly adhered to by elected
		W	20	30	50			
		P	249	271	520			
		T	269	301	570			
		220 families						

	Action Programme	Achievements as per I/A report or statements made by I/A				Achievements as per project management (Comments, additions)	Observations by evaluation team & follow up projects visited	
		Target Groups		Other Qualitative				
						Assistance to families to develop IGAs and to access credit	representative and communities. Local child labour committee manages the project + the children's scholarships (4,000 F). Micro-credit provided by additional funding from PLAN for women not enough (12,500 F) Vocational skills training by professional teachers. 30 girls benefited from GERME class.	
4	CARITAS Claire Enfance St. Louis		B	G	T	Selection & enrolment of beneficiaries Distribution of stationary Assistance in the acquisition of birth certificates Tutoring classes Health services for 50 beneficiaries Socio-educational activities Computer classes Improvement of sanitary conditions in coranic schools Awareness raising of parents for school enrolment	Interesting AP, but their budget was too low (16360\$).	
		W	25	25	50			
		P	146	139	285			
		T	171	164	335			
		30 families						
			B	G	T	Selection & enrolment of beneficiaries	This NGO started as a	Observations:

	Action Programme	Achievements as per I/A report or statements made by I/A				Other Qualitative	Achievements as per project management (Comments, additions)	Observations by evaluation team & follow up projects visited
		Target Groups						
5	APROFES Kaolack	W	400	250	650	Distribution of stationary Assistance in the acquisition of birth certificates (625) Tutoring classes Awareness raising of parents for school enrolment Meetings with older youth to determine the choice of their vocational training. Vocational skills training for older youth & distribution of training materials. Training of children in occupational health and safety Training of families on the prevention of danger in agriculture Awareness raising and listening sessions with parents Creation of local child labour monitoring committees Training of community based peer educators on the awareness raising on child labour issues.	women's association; this was their first child labour project. They had delays at the start because of their lack of experience, but it has eventually been a good project. They have a lot of activities in the area, and will be able to ensure sustainability. They learned a great deal.  The NGO had planned to provide economic support to families, but a week before the project phased out this still had to be started. Possible only if they find another funding source.	NGO has not succeeded in making a good planning of activities; worked on objectives successively, not simultaneously. As a result economic empowerment not realised. Number of sites raised from 10 to 20 because of number of beneficiaries to be attained. NGO and elected representatives will continue to monitor the children. Local monitoring committees do home visits and workshop inspections. Local administration has put in place structure for birth registration. Children started school term on time, instead of after the harvest as in other years.
		P	646	691	1337			
		T	1046	941	1987			
		(220 families)						
6	ENDA GRAF Dakar		B	G	T	Research on the current situation of children withdrawn in a previous project from the garbage dump of Mbeubeuss Meetings with stakeholders to elaborate	This is a good project; the NGO worked with a difficult target group, but has proved	
		W	53	47	100			
		P	-	-	-			
		T	53	47	100			

	Action Programme	Achievements as per I/A report or statements made by I/A				Achievements as per project management (Comments, additions)	Observations by evaluation team & follow up projects visited	
		Target Groups						Other Qualitative
	Mbeubeuss	100 families				<i>an intervention plan</i> <i>Follow-up meetings with stakeholders</i> <i>Development of training modules on functional literacy and theory</i> <i>Withdrawal of children from the garbage dump through placement in vocational training institutions &amp; distribution of training materials and medicines</i> <i>Functional literacy &amp; theory classes</i> <i>Life skills, health and management classes</i> <i>Awareness raising of children, parents and communities on WFCL and the ILO conventions</i> <i>Re-activation of the association of parents of children in garbage collection</i> <i>Training of the families in transformation of produce.</i>	<i>capable of obtaining sustainable results: beneficiaries from former IPEC project are now trainers of the current beneficiaries.</i> <i>Good quality training: theory classes in addition to practical training.</i> <i>Families trained in transformation</i>	
7	ASEM Mboro		B	G	T	<i>Withdrawal of children through placement in vocational skills training</i> <i>Distribution of toolkits to enable children to start up their business after the training</i> <i>Tutoring classes for primary school children with learning difficulties</i> <i>School feeding programme for children who come from far.</i> <i>Awareness raising of parents on WFCL and the ILO conventions</i> <i>Training of 50 families in management (through the ILO project GERME) and transformation techniques</i>	<i>Good innovative project. Challenges gender roles by providing electricity training to girls. Special classes for children who were removed from school. Workshops were upgraded after examination by an OSH specialist. Have various partners and will be able to ensure</i>	<i>Observations: Strength of this project is collaboration with entrepreneurs, which has a positive impact on the quality of services offered and therefore on sustainability. 50 women + 12 girls benefited from GERME NGO arranged for women's access to micro-credit, but terms not favourable. Impressive results for the project duration</i>
		W	121	107	228			
		P	111	149	260			
		T	241	247	488			
			50 families					



	Action Programme	Achievements as per I/A report or statements made by I/A					Achievements as per project management (Comments, additions)	Observations by evaluation team & follow up projects visited
		Target Groups				Other Qualitative		
						Assistance in accessing credit. Sanitary services for beneficiaries	sustainability. Families organized in associations, to ensure their participation in the project.	Sustainability hairdressing not assured.
8	Child Labour Unit Dakar Thiès St. Louis Fatick Kaolack Diourbel		B	G	T	Organisation of regional workshops for the development & validation of the regional action plans against the WFCL. National action plan (2207-2015) for the prevention and elimination of child labor in Senegal developed and validated by the Inter Sectoral Committee	The CLU was supposed to produce training modules, but this has not been done.	The evaluation team recommends the adoption of the national plan by the government without further delays. This requires action by the Labour Minister.
		W	NA	NA	NA			
		P	NA	NA	NA			
		T	NA	NA	NA			
9	Ndeyi Jirim Diourbel		B	G	T	Creation of a trainer’s manual on child labour	Interesting project, but NGO should have been allowed to work with children, which is their strength.	
		W	NA	NA	NA	Awareness raising on child labor among CBOs		
		P	NA	NA	NA	Training sessions on WFCL in targeted districts		
		T	NA	NA	NA			
10	PLAN Thiès II		B	G	T	Consolidation of first PA	This project is an add-on to the former. Will last only 3 months, but the NGO will continue activities after phase out.	
		W		30	30	Training in Germe (Improve your business)		
		P			-	Vocational training for 30 withdrawn boys		
		T			30			

**Annex B: Indicators Assessment Table**

<b>Objective</b>	<b>Indicator</b>	<b>Assessment</b>
<b>1. National capacity to combat the Worst Forms of Child Labour enhanced</b>	<b>1.1 National TBP umbrella framework adopted officially by the government</b>	<b>Good indicator.</b>
	<b>1.2 No. of ministries incorporating child labour interventions from the national TBP umbrella framework in their DSRP operational plans</b>	<b>This should be preceded by an indicator on the integration of child labour into the PRSP. The indicator itself is good.</b>
	<b>1.3 Level of representation and extent of participation of key organisations in the inter-sectoral committee meetings.</b>	<b>The target for this indicator is not related to the indicator (namely number of meetings held) except for the end of project target. I concur with the mid-term evaluation that it would have been better to formulate % of attendance for each semester.</b>
	<b>1.4 Outputs of the inter-sectoral committee</b>	<b>The targets connected to this indicator are more like a work plan than the gradual achievement of an objective; the reports show that it is difficult to report on this indicator.</b>
	<b>1.5 Outputs of the child labour unit in the Ministry of Labour</b>	<b>Idem.</b>
<b>2. An harmonized legal framework is known and respected</b>	<b>2.1 No. of relevant texts remaining to be harmonized</b>	<b>Harmonisation does not depend on IPEC; an indicator on (e.g.) the research done by IPEC would be more appropriate.</b>
	<b>2.2 No and scope of measures taken to strengthen enforcement of child labour laws.</b>	<b>Idem. Indicator could have focused on the training provided to the labour inspectorate.</b>
	<b>2.3 Categories of stakeholders benefiting from sensitization campaigns on the reformed laws and regulations.</b>	<b>Ok.</b>
	<b>2.4 Number of legal texts translated.</b>	<b>The translation of texts itself is not a function of the legal framework being “known”.</b>
<b>4. The knowledge base for planning, designing, implementing and monitoring and evaluating child labour interventions in Senegal has been enhanced.</b>	<b>4.1 Availability of national child labour survey and baseline study reports for all partners</b>	<b>Ok.</b>
	<b>4.2 No of good practices reports prepared.</b>	<b>Ok.</b>

<i>Objective</i>	<i>Indicator</i>	<i>Assessment</i>
<i>5. Senegalese society is aware of the negative consequences of the WFCL</i>	<i>5.1 Media coverage of child labour issues</i>	<i>This should be more specific.</i>
	<i>5.2 Coverage of awareness raising campaigns</i>	<i>Idem.</i>
<i>6. Effective strategies against the exploitation of children through begging have been developed and are being implemented</i>	<i>6.1 Number and coverage of pilot interventions against the exploitation of children through begging implemented</i>	<i>Ok.</i>
	<i>6.2 Number of religious and community leaders informed and sensitized.</i>	<i>Ok.</i>
	<i>6.3 Number of partners developing strategies to combat the exploitation of children through begging.</i>	<i>Ok.</i>
<i>7. Children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labour in domestic work, fishing and agriculture</i>	<i>7.1 No of children withdrawn from the selected WFCL.</i>	<i>Ok.</i>
	<i>7.2 No of children prevented from the selected WFCL.</i>	<i>Ok.</i>
	<i>7.3 Proportion of targeted at-risk families benefiting from economic empowerment schemes provided or facilitated by the project.</i>	<i>Ok.</i>

## Annex C: Assumptions Assessment Table

Assumption	Assessment
1. High-level support will be forthcoming for the timely adoption of the TBP strategic framework as an official policy framework for all child labour interventions in Senegal and its integration into the national poverty reduction strategy, DSRP.	1. This was a necessary assumption, without which the project could not have been started. Although the TBP strategic framework still has not been officially adopted, child labour has been fully integrated into the second phase of the PRSP and has its own indicator.
2. There is sufficient support among the key players for making the TBP the umbrella framework for all child labour interventions in Senegal.	2. This was another necessary assumption, but it underestimated the difficulty of creating support for one single framework, whereas two ministries are concerned with child labour, each having their own structures, priorities and funding sources.
3. Existing project steering committees such as those of IPEC and the Ministry of the Family/UNICEF child labour project will defer to, if not dissolve into, the inter-sectoral committee to be established with assistance from this project.	3. Related to the former, the two ministries have never accepted a single inter-sectoral committee overseeing the activities of both. To date, the Ministry of Family still has its own steering committee, while it also co-chairs the national inter-sectoral committee presided by the Labour Ministry.
4. The Ministry of Labour will assign a sufficient number of qualified staff to the unit it has committed to set up to take charge of child labour interventions.	4. This was not just an assumption by IPEC, but a firm promise by the Ministry. Unfortunately, although members of staff were assigned, they were only partly available and their work for the child labour unit was always secondary to their main task. This has severely limited their ability to develop initiatives and coordinate activities for the reduction of child labour.
5. The concerned sectoral ministries (Agriculture, Fishing, Education, Justice, Social Affairs) will take the necessary measures in a timely fashion to ensure the harmonization of legal texts.	5. No Ministry has yet taken action to harmonize legal texts. Perhaps the synthesis of the three legal studies carried out by IPEC, UNICEF and Save the Children will lead to the actual harmonization of the laws.
6. During the life-time of the project, staff numbers in key enforcement agencies, particularly the labour inspectorate, will be sufficient to ensure satisfactory operation of the child labour monitoring system in the selected areas and sectors.	6. This was no realistic assumption, as Senegal has only a hundred labour inspectors, all based at the regional level (not one is stationed at the district level, let alone the community level), and only two out of eleven regions dispose of means of transport for the inspectors.
7. Funds will be forthcoming from other donors to allow the implementation of the vocational training and apprenticeship development activities that form part of this project design.	7. Vocational training and apprenticeship development activities have been funded through the project; the ILO project GERME has been able to provide business training to beneficiaries of the former.
8. A sufficient number of religious leaders are willing to work with the project to	8. This an expected result of the national conference of children in begging to be held

<i>address the issue of children in begging to facilitate the development of strategies targeting this group.</i>	<i>in January 2008.</i>
<i>9. General economic conditions will not deteriorate suddenly to frustrate the efforts envisaged to under the project for the withdrawal and rehabilitation of children in the selected WFCL.</i>	<i>9. This is a realistic assumption, which proved accurate.</i>
<i>10. Funding for the economic empowerment component of the project will be forthcoming at an adequate level to ensure the success of the project.</i>	<i>10. Although on a small scale, implementing agencies have been able to provide revolving funds or access to micro-credit to families trained under the project through additional funds.</i>

#### *Annex D: Follow-up on Mid-Term Evaluation*

<i>No</i>	<i>Recommendation</i>	<i>Follow-up</i>
<i>1</i>	<i>Rephrase objectives 2 and 5 of the log frame to make them less ambitious.</i>	<i>This has not been done, because the right time would have been immediately after the mid-term evaluation and at that time the team was preoccupied with the eminent departure of the CTA and the arrival of the NPM.</i>
<i>2</i>	<i>Clearly define certain progress indicators and set a few impact indicators. The process of defining clearly and setting indicators could be a good exercise for discussion and dialogue with institutional partners.</i>	<i>This has not been done either. Why the CTA has not done so remains unclear; the NPM affirmed that he would have needed technical assistance to do so. He was so caught up in more urgent matters that he never found the time to work on this recommendation.</i>
<i>3</i>	<i>It is recommended strongly that external professional support (a specialist on conflict management) be sought to help the team solve internal problems.</i>	<i>IPEC Geneva sent a consultant after the mid-term evaluation for a team-building event. The problems disappeared with the arrival of the new NPM though. The team currently works in good harmony and with dedication.</i>
<i>4</i>	<i>There is need to add training in CL/WFCL concepts to the activities planned, making sure that regional committee and local government members participate as much as possible.</i>	<i>Local government was trained in the APROFES, ENDA and Diourbel operational areas.</i>
<i>5</i>	<i>Make provision for the debate on sector-based strategies to be taken to the national level. It should include a review of gender issues.</i>	<i>Seven IAs received gender training in January 2006.</i>
<i>6</i>	<i>Considering the short time left, there is need to prioritize within the training/apprenticeship component to ensure tangible results are achieved. This prioritization can be on targets, training categories, type of intervention or setting, depending on the criterion used to set the priority.</i>	<i>All seven APs working with direct beneficiaries have a vocational skills training component for the children and their parents.</i>
<i>7</i>	<i>It may be necessary to direct a significant part of awareness raising initiatives towards families and parents, who are the people primarily concerned.</i>	<i>Awareness raising was directed towards families and children within the framework of the APs, but also during the annual Child Labor Day campaigns. The documentary is made for the same target group, as well as the musical tour that is scheduled for January (see below).</i>
<i>8</i>	<i>In light of socio-cultural resistance, emphasis should be on tools like theatre that is well accepted in Africa. As culture falls under the nine areas assigned to local authorities, this activity could be performed together with the communities.</i>	<i>Theatre is part of community based awareness raising organized by the implementing agencies.</i>
<i>9</i>	<i>Thinking on and using communication techniques and psychology could considerably enhance impact.</i>	<i>A sub-regional musical tour focusing on child labour is scheduled to start in January with Golden-Record winner Koumba Gawlo</i>

No	Recommendation	Follow-up
		<i>Seck, who is a UNDP ambassador. IPEC Dakar has prepared awareness raising materials to accompany the tour.</i>
10	<i>Because the project cannot afford a televised nationwide awareness raising campaign, it should forge a strategic alliance with employers (e.g. CNP that may likely sponsor advertising campaigns).</i>	<i>A collaborative agreement has been established with the national broadcasting services, which will facilitate televised awareness raising campaigns. In January a debate and the documentary film will be broadcasted.</i>
11	<i>To improve ways of measuring the impact of campaigns and actions, opinion polls should be held with clear-cut sample groups to compare the situation before and after the initiative. Expert advice should be sought from a psychologist when questionnaires or interview guides are being designed.</i>	<i>This has not been done. The explanation given by the IPEC team was a time and money constraint. I think however the team likely misunderstood the intention of the evaluator and imagined a nationwide survey before and after the project, which would have been more expensive and time consuming.</i>
12	<i>As concerns good practices, the project should work actively with the selected institutions to help them draft their proposals. With respect to impact and changes observed, what constitutes good practice should be framed clearly.</i>	<i>This has been done; three new good practices have been developed. IPEC Senegal uses the general IPEC criteria for identifying good practices.</i>
13	<i>The importance of local authorities warrants that the project should: ensure their representatives play a more active role in the existing bodies; include elected representatives in the forthcoming training on CL/WFCL; Choose one region with proven dynamism to become a pilot area for promoting participation of local authorities</i>	<i>Local authorities play an active role in Ngoundiane, Keur Socé and in three districts of Diourbel. These examples are often cited in meetings and in the documentary. The Association of local elected representatives is a member of the NIC and is invited for every event.</i>
14	<i>Considering the potential of Trade Unions, they should become more active players in project support. A meeting between the project, trade unions and ACTRAV should decide on the role they should actually have and the commitments of each party. It is particularly desirable for the project to get closer to trade unions and re-activate the popular monitoring system (observatories).</i>	<i>The Inter Trade Union committee was trained on the conventions and project design to enable them to play a more active role. They have never made a serious proposition so far though.</i>
15	<i>To enhance performance through synergy, the project should cement collaboration with ACTRAV, PALPICS, FORCE and GERME.</i>	<i>PALPICS and FORCE no longer exist. The project has established close collaboration with the ACTRAV specialist and the GERME project.</i>
16	<i>The APs planned for Kaolack and Diourbel should be adapted to the new time constraints.</i>	<i>A no cost extension for the project has been obtained, so this no longer applied.</i>
17	<i>Considering that APs now have shorter duration periods, there is need for a critical review of figures on older children</i>	<i>Idem.</i>

<i>No</i>	<i>Recommendation</i>	<i>Follow-up</i>
	<i>withdrawn from child labour.</i>	
<i>18</i>	<i>Because economic factors significantly influence family judgement and attitudes on CL issues, it is important to ensure vocational training/apprenticeship, socio-economic integration, and income-generating activities for children withdrawn from child labour are delivered in a highly professional manner.</i>	<i>This has been done, though within the limits of the resources and time available.</i>
<i>19</i>	<i>An inter-region roundtable should be organised at the end of the project to learn from the experience (constraints and successes) gained in AP delivery.</i>	<i>This is foreseen for 2008, when all APs will have phased out.</i>



*Annex E: Interview Guide*

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
1	IC	Design	<i>Were the project's objectives clear and understood by all stakeholders?</i>	X		X	X	X	X	X	X
1	IC	Design	<i>Was it relevant in its context?</i>	X		X	X		X	X	X
3	IC	Direct action	<i>Do the partners understand the definitions of withdrawal &amp; prevention and their use?</i>				X	X	X	X	X
4	IC	Sustainability	<i>What is the potential for replication of the project's strategies?</i>	X		X	X	X	X	X	X
5	NC	Enabling environment	<i>What networks have been created between government institutions and organisations at various levels?</i>				X	X	X	X	X
5	IC	Enabling environment	<i>How effective has the CIS been in carrying out its duties?</i>			X	X		X	X	X
5	NC	Enabling environment	<i>How did the CIS participate in terms of project implementation?</i>			X	X		X	X	X
5	NC	Enabling environment	<i>To what extent have the M&amp;E and planning tools been promoted by the project for use by NPA and other partners?</i>			X	X		X	X	X
8	IC	Relevance	<i>Has the project responded to the real needs of the beneficiaries?</i>	X			X	X	X	X	X
8	IC	Relevance	<i>Do stakeholders perceive the IPEC project as different from the NPA?</i>				X	X	X	X	X
1	IC	Design	<i>Were needs adequately analysed and addressed?</i>	X		X	X		X	X	

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
<i>1</i>	<i>NC</i>	<i>Design</i>	<i>How has SPIF been used as a planning tool by key stakeholders?</i>						<i>X</i>	<i>X</i>	
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Could the objectives realistically be achieved with the allocated resources?</i>	<i>X</i>		<i>X</i>	<i>X</i>		<i>X</i>		
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Were other ongoing efforts to address child labour and education taken into account?</i>	<i>X</i>		<i>X</i>			<i>X</i>		
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Was existing capacity to address child labour taken into account?</i>			<i>X</i>	<i>X</i>		<i>X</i>		
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Is project design logical and coherent?</i>	<i>X</i>	<i>X</i>	<i>X</i>					
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Were assumptions realistic and well defined?</i>	<i>X</i>		<i>X</i>					
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Was the sequencing of project activities logical? If not, what changes are necessary?</i>	<i>X</i>		<i>X</i>					
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Are the linkages between inputs, activities, outputs and objectives clear and logical?</i>	<i>X</i>		<i>X</i>					
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>How relevant are the indicators for measuring impact and the means of verification?</i>	<i>X</i>		<i>X</i>					
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Do action programmes complement each other?</i>	<i>X</i>		<i>X</i>					
<i>1</i>	<i>IC</i>	<i>Design</i>	<i>Was the time frame for project implementation realistic?</i>			<i>X</i>	<i>X</i>				

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/ DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
1	IC	Design	<i>Was available information on the socio-economic, cultural and political situation taken into account?</i>	X							
1	IC	Design	<i>Was the sustainability strategy clearly defined in the design phase?</i>	X							
2	IC	Implementation	<i>How has the project mainstreamed gender into its activities?</i>	X		X	X	X	X	X	
2	IC	Implementation	<i>What is the quality of the outputs?</i>			X	X	X	X	X	
2	IC	Implementation	<i>How were recommendations from the mid-term evaluation acted upon and to what effect?</i>	X		X	X		X	X	
2	IC	Implementation	<i>How did factors outside the control of the project affect implementation and how did the project respond to obstacles?</i>	X	X	X					
2	IC	Implementation	<i>Have the targets regarding the withdrawal and prevention of children been reached?</i>	X		X		X			
2	IC	Implementation	<i>Were outputs delivered on time?</i>	X		X					
2	IC	Implementation	<i>Did results obtained justify the costs incurred?</i>	X		X					
2	IC	Implementation	<i>Have the immediate objectives been achieved?</i>	X		X					
2	IC	Implementation	<i>Did the project adhere to its workplan?</i>	X		X					

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
2	IC	Implementation	<i>Were the appropriate partners identified for implementation?</i>			X					
2	IC	Implementation	<i>Has SPIF been used in implementation and monitoring by the project staff?</i>			X					
3	IC	Direct action	<i>How did the APs contribute to the achievement of the objectives?</i>	X		X		X			
3	IC	Direct action	<i>Will the entire target population be reached?</i>	X		X		X			
3	IC	Direct action	<i>What kind of benefits have target groups gained?</i>	X		X		X			
3	IC	Direct action	<i>How effective were CLM strategies?</i>	X		X		X			
3	IC	Direct action	<i>Are CLM initiatives sustainable?</i>	X		X		X			
3	IC	Direct action	<i>How have APs been documented?</i>	X		X		X			
3	IC	Direct action	<i>How has access of girls &amp; vulnerable groups to resources been ensured?</i>	X		X		X			
3	IC	Direct action	<i>What were the selection criteria for beneficiaries?</i>	X		X		X			
3	IC	Direct action	<i>Has IAs' capacity to plan, initiate, implement and evaluate CL projects increased?</i>			X		X			
3	IC	Direct action	<i>Has the project been able to accurately report on W&amp;P indicators based on the partners' understanding of these concepts?</i>	X		X					
4	IC	Sustainability	<i>What has been the impact of the training programmes offered by the project?</i>			X	X	X	X	X	

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/ DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
4	NC	Sustainability	How has ownership of the project been encouraged?	X		X	X	X	X	X	
4	NC	Sustainability	How has the project strengthened the capacities of national stakeholders?	X		X	X		X	X	
4	IC	Sustainability	What phase out strategies have been planned and implemented?	X		X	X	X	X		
4	IC	Sustainability	Have phase out strategies been explained to stakeholders?				X	X	X		
4	IC	Sustainability	Have resources been leveraged to ensure continuity?	X		X					
4	IC	Sustainability	Do sociocultural and gender aspects threaten the sustainability of the project?			X					
4	NC	Sustainability	How do employers & private sector support the NPA?			X					
5	NC	Enabling environment	What is the collaboration between CIS and IAs?			X		X	X	X	
5	NC	Enabling environment	How effective has the programme been at stimulating interest & participation at the local & national level?						X	X	
5	NC	Enabling environment	What has been the level of government involvement?	X		X	X		X		
5	NC	Enabling environment	To what extent has the project mobilized resources, policies, programmes, partners & activities to be part of the NPA?	X		X	X		X		

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/ DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
5	NC	Enabling environment	How successful was the project in mainstreaming child labor issues in other areas?	X		X	X		X		
5	NC	Enabling environment	How relevant & effective were the studies carried out in terms of impact on national debates?	X		X	X		X		
5	NC	Enabling environment	How did the project interact with and influence national level policies, debates & institutions working on child labour?	X		X	X		X		
5	NC	Enabling environment	How has the project influenced national data collection and poverty monitoring?	X		X	X		X		
5	NC	Enabling environment	How has government involvement led to increased capacity to work on NPA?			X			X		
5	IC	Enabling environment	Have there been synergies with other IPEC initiatives?	X	X	X					
5	IC	Enabling environment	What resources have been leveraged by the project and how effective was the project in this respect?	X		X		X			
5	IC	Enabling environment	How have capacities constraints of IAs impacted on the implementation of APs?			X		X			
5	IC	Enabling environment	To what extent were research reports shared with stakeholders and linked to project activities?			X					

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
6	NC	Project monitoring	How has the project collected data on child workers in major industry sectors and integrated findings into government policy?	X		X	X		X		
6	IC	Project monitoring	What mechanisms were in place to monitor the project's progress?	X		X					
6	IC	Project monitoring	Has the PMP been used effectively?	X		X					
7	IC	Project management	Has the technical guidance provided by project staff, partner organisations and ILO units been adequate?		X		X	X	X	X	
7	IC	Project management	How has the ILO responded to the difficulties related to staff during the first 2 years of the project?		X	X					
8	NC	Relevance	What change can be observed in the problems and needs that were defined at the onset of the project?	X		X	X	X	X		
8	IC	Relevance	Did the project remain consistent with and supportive of the NPA?	X		X	X		X		
8	IC	Relevance	Did the project strategies effectively address the constraints and possibilities of the government and other partners of the NPA?	X		X	X		X		
8	IC	Relevance	In view of the survey findings, how appropriate was the choice of target groups and locations?	X		X					

<i>N</i>	<i>I/N</i>	<i>Theme</i>	<i>Question</i>	<i>Desk review</i>	<i>IPEC Geneva</i>	<i>IPEC Dakar</i>	<i>CLU/ DSRP</i>	<i>IAs</i>	<i>Governm ent</i>	<i>Labor unions</i>	<i>UNICEF</i>
9	IC	Lessons learned	How can lessons from the project be integrated into the NPA, notably in terms of effective models of intervention?	X		X					
9	IC	Lessons learned	What lessons were learned in the process of conducting a baseline survey for the identification of target children?			X					



## **Annex F: Stakeholder Questionnaire & Analysis**

### **Final Evaluation of the IPEC-USDOL project- Questionnaire**

<i>You are a representative of:</i>	<input type="checkbox"/> the government <input type="checkbox"/> a trade union <input type="checkbox"/> an employers' organisation <input type="checkbox"/> an NGO <input type="checkbox"/> other
<i>You have participated in IPEC activities since:</i>	.... years (institutionally) .... years (personally)
<i>On a scale of 1 to 5 you rate the relevance of the objectives of the project of support as:</i>	1      2      3      4      5 very low.....very high
<i>On a scale of 1 to 5 you rate the relevance of the strategies of the project of support as:</i>	1      2      3      4      5 very low.....very high
<i>(To the following questions several answers are possible)</i>	
<i>A child can be considered withdrawn from hazardous work if:</i>	<input type="checkbox"/> The security at work is ensured <input type="checkbox"/> The number of working hours has been reduced <input type="checkbox"/> The child is enrolled in skills training <input type="checkbox"/> The child no longer works
<i>A child can be considered withdrawn from a worst form of child labour if:</i>	<input type="checkbox"/> The security at work is ensured <input type="checkbox"/> The number of working hours has been reduced <input type="checkbox"/> The child is enrolled in skills training <input type="checkbox"/> The child no longer works
<i>A child can be considered prevented from child labour if:</i>	<input type="checkbox"/> He/she helps his/her parents at work <input type="checkbox"/> He/she is engaged in skills training <input type="checkbox"/> He/she is enrolled in public school <input type="checkbox"/> He/she visits coranic school.
<i>In Senegal, are considered worst forms of child labour:</i>	<input type="checkbox"/> Child domestic work <input type="checkbox"/> Begging <input type="checkbox"/> Fishing <input type="checkbox"/> Child Sexual Exploitation

**Thank you very much for your participation!**

## Analysis

	NGO	Government	Trade union	Other
<i>Number filled out</i>	6	6	1	1
<i>Objectives rated as very relevant (4-5 on 5 point scale)</i>	6	6	0	1
<i>Objectives rated as less relevant (3 on 5 point scale)</i>	0	0	1	0
<i>Strategies rated as very relevant (4-5 on 5 point scale)</i>	5	5	0	1
<i>Strategies rated as less relevant (3 on 5 point scale)</i>	1	1	1	0
<b>Demonstrates understanding of definition of:</b>				
<i>Withdrawal from exploitative work<sup>19</sup></i>	6	4	1	0
<i>Withdrawal from WFCL<sup>20</sup></i>	4	6	0	0
<i>Prevention<sup>21</sup></i>	3	5	1	0
<i>WFCL<sup>22</sup></i>	6	6	1	0

## Comments on the results:

*Qu'ran school: There are various forms of coranic education, possibly understood as Medersa*  
*Of 6 government representatives only one knew that domestic work is not classified as a worst form in Senegal*

*The answers did not bring out the difference in withdrawal as clearly as I had hoped; not sure whether mixed answers indicate that vocational skills training is sufficient for withdrawal or as accompanying measure. While the question should have been formulated more sharply, this probably also reflects the way in which direct action was developed in the project: withdrawal was generally accompanied with vocational training, as it concerned in most cases older children.*

<sup>19</sup> Understanding is defined here as: at least two correct answers circled.

<sup>20</sup> Understanding is defined here as: at least the correct answer (d) circled.

<sup>21</sup> Understanding is defined here as: at least two correct answers circled.

<sup>22</sup> Understanding is defined here as: at least two correct answers circled.

**Annex G: Meeting schedule and persons met**

<b>Date</b>	<b>Activity</b>	<b>Time</b>
<b>Monday 19/11</b>	<b>Meeting with Dakar ILO Sub-Regional Office</b>	<b>9.00</b>
	<b>Meeting with IPEC Team</b>	<b>10.00</b>
	<b>Meeting evaluation team</b>	<b>13.00</b>
<b>Tuesday 20/11</b>	<b>Meeting with CLU</b>	<b>9.00</b>
	<b>Preparation field trip</b>	<b>11.00</b>
<b>Wednesday 21/11</b>	<b>Visit of ENDA Dakar project</b>	<b>Whole day</b>
<b>Thursday 22/11</b>	<b>Visit of PLAN Thiès project</b>	<b>Whole day</b>
	<b>Night in Mboro</b>	
<b>Friday 23/11</b>	<b>Visit of ASEM Mboro project</b>	<b>Whole day</b>
	<b>Night in Kaolack</b>	
<b>Saturday 24/11</b>	<b>Visit of APROFES Kaolack project</b>	<b>Whole day</b>
	<b>Return to Dakar</b>	
<b>Sunday 25/11</b>	<b>Preparation of stakeholder meeting</b>	<b>Whole day</b>
<b>Monday 26/11</b>	<b>Meeting with UNICEF</b>	<b>9.00</b>
	<b>Meeting with ACT/EMP</b>	<b>10.00</b>
	<b>Lunch with child labour specialist</b>	<b>13.00</b>
	<b>Meeting with Inter Trade Union Committee</b>	<b>15.00</b>
<b>Tuesday 27/11</b>	<b>Meeting with Education Ministry-DEE</b>	<b>9.00</b>
	<b>Meeting with Ministry of Justice – DES</b>	<b>11.00</b>
	<b>Meeting with Ministry of Finance - DHR</b>	<b>13.00</b>
<b>Wednesday 28/11</b>	<b>Meeting with PRSP Unit</b>	<b>9.00</b>
	<b>Meeting with the Ministry of the Family – DPDE</b>	<b>11.00</b>
	<b>Meeting with IPEC team</b>	<b>13.00</b>
<b>Thursday 29/11</b>	<b>Stakeholder Meeting</b>	
<b>Friday 30/11</b>	<b>Meeting with IPEC Team &amp; Child labour specialist</b>	<b>10.00</b>

## **List of persons met**

<b>Telephone briefings</b>	
Naomi Asukai	DED-IPEC Geneva
Minoru Ogasawara	IPEC Geneva – Desk Officer
Tanya Rasa	USDOL/OCFT-Africa Division Chief
Steven Genson	USDOL/OCFT-International Relations Analyst
<b>Interlocutors in Dakar</b>	
Alioune Seck	NMP IPEC Dakar
Pape Momar F. Maw	Project Officer IPEC/Dakar
Vera Perdigao-Paquete	Child Labour Specialist ILO/IPEC
M. Haidara	Vice Director ILO office Dakar
M. Fassar	Financial & Administrative Assistant CLU
M. Khaïridine	Statistical officer CLU
Therèse Rukingama	UNICEF
Mamadou Wane	UNICEF
Ousmane Touré	BIT/ACTEMP
Macissé Lô	Member of the Inter Trade Union Committee
Amadou Ouane	Member of the Inter Trade Union Committee
Fama Sow	Member of the Inter Trade Union Committee
Aliou Dansoko	Member of the Inter Trade Union Committee
Fama Fall	Member of the Inter Trade Union Committee
Talla Gueye	Member of the Inter Trade Union Committee
Amath Wane	Member of the Inter Trade Union Committee
Amy Sy	National Directorate of Primary Education
Mohamadou Aly Sall	Director of Primary Education
Amadou Beye Sy	National Directorate of Primary Education
Khalil Diarra	National Directorate of Primary Education
Moussa Diop	Ministry of Justice, Research Department
Mady Diaby	Ministry of Finance, Population Department
Mr. Camara	Ministry of Finance, PRSP Unit
Ndeye Lisa diop	Ministry of the Family
<b>ENDA Graf</b>	
Fode Sow	project manager
Henriette Ndiaye	director of training centre
Ousseyna Fall	field agent
Mamadou Ly	primary school director
Ndiaye Diop	Member school management committee
Macoumba Faye	Member school management committee
R. C	parent/fish trader*
H. G	parent/ trader*
Y. M	child worker*
E H N	child worker*
Mamadou Ndoeye	workshop owner/trainer
El Hadji Ndiaye	Chairperson of the local watch committee
Ousseynou Fall	field agent
Diedhiou Bockarie Sidy	teacher / tutor
Sory Barry	primary school director
Seventeen (15 g/ 2 b)	beneficiaries vocational training
Assione Ndeye	fisherman
Oumar Seck	fisherman
Fassomba Ndiaye	fisherman
Oumar Tall Koné	fisherman
Madou Diop	fisherman
Abdoulaye Seck	fisherman
Oumar Koné Diop	fisherman
Allasane Saub	fisherman
Fellé Ndeye	fisherman

<i>Abdoulaye Gueye</i>	<i>fisherman</i>
<i>Ndiega Gueye</i>	<i>fisherman</i>
<i>Ibrehima Mar</i>	<i>fisherman</i>
<i>Pape Modou Preye</i>	<i>fisherman</i>
<i>Allesane Koné</i>	<i>fisherman</i>
<i>Demba Dia</i>	<i>fisherman</i>
<i>Mamadou Modou Cissé</i>	<i>fisherman</i>
<i>S F</i>	<i>child fisherman</i>
<i>M K</i>	<i>child fisherman</i>
<i>Georgui Wedo Diop</i>	<i>fisherman</i>
<i>Seja Seck</i>	<i>fisherman</i>
<i>Oumar Nfalle Kané</i>	<i>fisherman</i>
<i>Moussa Gueye</i>	<i>fisherman</i>
<i>Sydi Cissé</i>	<i>fisherman</i>
<i>Youssouf Badji</i>	<i>fisherman</i>
<i>Moussa Pouye</i>	<i>fisherman</i>
<i>Thierno Kene</i>	<i>fisherman</i>
<i>Abdou Diagne</i>	<i>fisherman</i>
<i>Abdoulaye Dreug</i>	<i>fisherman</i>
<i>Game Digne Ndeye</i>	<i>fisherman</i>
<i>Ndiaga Dia</i>	<i>fisherman</i>
<i>Allesane Ndeye</i>	<i>fisherman</i>
<i>Madou Kagne Cissé</i>	<i>fisherman</i>
<i>Madou Diop</i>	<i>fisherman</i>
<i>Brehima Kané</i>	<i>fisherman</i>
<i>Amadou Cissé</i>	<i>fisherman</i>
<i>Boubacar Kane</i>	<i>fisherman</i>
<i>Papa Fall Koné</i>	<i>fisherman</i>
<i>Bredou Cissé</i>	<i>fisherman</i>
<i>Moussa Ndeye</i>	<i>fisherman</i>
<b>PLAN</b>	
<i>Falilou Seck</i>	<i>coordinator</i>
<i>Moussa Diop</i>	<i>project manager</i>
<i>Maguette Niang</i>	<i>trainer tailoring</i>
<i>Ndeye Khady Ngom</i>	<i>assistant trainer</i>
<i>Mr.</i>	<i>Chairman of the rural community council (PCR)</i>
<i>Rokhaya Ngom</i>	<i>Chairperson of the local child labour committee</i>
<i>Modou Ngom</i>	<i>chairperson of the CBO</i>
<i>Amady Ba</i>	<i>member of the CBO</i>
<i>Daouda Sene</i>	<i>member of the CBO</i>
<i>Astou Sarr</i>	<i>Chairperson of the management committee of the training centre</i>
<i>Astou Gning</i>	<i>treasurer CBO</i>
<i>B B</i>	<i>beneficiary mother</i>
<i>Sokhna Séné</i>	<i>Secretary of the management committee of the training centre</i>
<i>A F</i>	<i>beneficiary mother</i>
<i>A C</i>	<i>beneficiary mother</i>
<i>N S</i>	<i>beneficiary mother</i>
<i>A G N</i>	<i>beneficiary mother</i>
<i>Y D</i>	<i>beneficiary mother</i>
<i>F K</i>	<i>beneficiary</i>
<i>S K</i>	<i>beneficiary</i>
<i>N F</i>	<i>beneficiary</i>
<i>A K</i>	<i>beneficiary</i>
<i>N K</i>	<i>beneficiary</i>
<i>A K</i>	<i>beneficiary</i>
<i>C D C</i>	<i>beneficiary</i>
<i>S G</i>	<i>beneficiary</i>
<i>A F C</i>	<i>beneficiary</i>

<i>D K</i>	<i>beneficiary</i>
<i>O S</i>	<i>beneficiary</i>
<i>N N</i>	<i>beneficiary</i>
<i>D D</i>	<i>beneficiary</i>
<i>B F</i>	<i>beneficiary mother</i>
<i>Assane Ndeye</i>	<i>Chairperson of the local watch committee</i>
<i>Omar Seck</i>	<i>Chairman of the school management committee</i>
<i>M D</i>	<i>beneficiary mother</i>
<i>F N M</i>	<i>beneficiary mother</i>
<i>A S</i>	<i>beneficiary</i>
<i>A F</i>	<i>beneficiary</i>
<i>S M B</i>	<i>beneficiary</i>
<i>D C</i>	<i>beneficiary</i>
<i>A NS</i>	<i>beneficiary</i>
<i>R D</i>	<i>beneficiary</i>
<i>R S</i>	<i>beneficiary</i>
<i>N M K</i>	<i>beneficiary</i>
<i>Rokhy Mbaye</i>	<i>trainer (hairdressing)</i>
<b>ASEM</b>	
<i>Dr. Dieng</i>	<i>director ASEM</i>
<i>Bounawa Diouf</i>	<i>treasurer ASEM</i>
<i>Ibrahima Diaye</i>	<i>assistant</i>
<i>Djibi Yade</i>	<i>mayor of Mboro</i>
<i>Amary Mbaye</i>	<i>Counsellor of the town council of Mboro</i>
<i>Omar Faye</i>	<i>trainer/workshop owner</i>
<i>I N</i>	<i>beneficiary</i>
<i>M L. S</i>	<i>beneficiary</i>
<i>Ndeye Gaye</i>	<i>trainer/workshop owner</i>
<i>Dior Seck</i>	<i>assistant trainer</i>
<i>N P</i>	<i>beneficiary</i>
<i>S D</i>	<i>beneficiary</i>
<i>Diery Cissé</i>	<i>trainer/workshop owner</i>
<i>Pape Diop</i>	<i>trainer/workshop owner</i>
<i>Amadou Sow</i>	<i>trainer/workshop owner</i>
<i>Anna Thiombane</i>	<i>trainer (tailoring)</i>
<i>Aminata Fofana</i>	<i>trainer (tailoring)</i>
<i>K S</i>	<i>beneficiary mother</i>
<i>M S</i>	<i>beneficiary mother</i>
<i>H M</i>	<i>beneficiary mother</i>
<i>C N</i>	<i>beneficiary mother</i>
<i>M S</i>	<i>beneficiary mother</i>
<i>N S</i>	<i>beneficiary mother</i>
<i>A F</i>	<i>beneficiary mother</i>
<i>D K</i>	<i>beneficiary mother</i>
<i>S D</i>	<i>beneficiary mother</i>
<i>A S</i>	<i>beneficiary mother</i>
<i>F N</i>	<i>beneficiary mother</i>
<i>A T</i>	<i>beneficiary mother</i>
<i>A D</i>	<i>beneficiary parent</i>
<i>W M</i>	<i>beneficiary parent</i>
<i>A S</i>	<i>beneficiary parent</i>
<i>A D</i>	<i>beneficiary parent</i>
<i>S B</i>	<i>beneficiary parent</i>
<i>C S</i>	<i>beneficiary parent</i>
<i>F M</i>	<i>beneficiary parent</i>
<i>C S</i>	<i>beneficiary parent</i>
<i>M F</i>	<i>beneficiary parent</i>
<b>APROFES</b>	

<i>Binta Sarr</i>	<i>director APROFES</i>
<i>Arone Sow</i>	<i>Financial administrator APROFES</i>
<i>Absa Diakité</i>	<i>collaborator APROFES</i>
<i>Djeynaba Bâ</i>	<i>project manager</i>
<i>Djibril Beye</i>	<i>teacher</i>
<i>Adama Faye</i>	<i>workshop owner/trainer</i>
<i>Thiane Sacko</i>	<i>beneficiary parent</i>
<i>Tidiane Ndiaye</i>	<i>counsellor</i>
<i>H S</i>	<i>beneficiary parent</i>
<i>S N</i>	<i>beneficiary parent</i>
<i>N B</i>	<i>beneficiary parent</i>
<i>Yoro Diallo</i>	<i>workshop owner/trainer</i>
<i>N T</i>	<i>beneficiary parent</i>
<i>Omar Guissé</i>	<i>workshop owner/trainer</i>
<i>Ousmane Sy</i>	<i>workshop owner/trainer</i>
<i>A B</i>	<i>beneficiary parent</i>
<i>A K N</i>	<i>beneficiary parent</i>
<i>B N</i>	<i>beneficiary parent</i>
<i>N F</i>	<i>beneficiary parent</i>
<i>Ousmane Diagne</i>	<i>workshop owner/trainer</i>
<i>B G</i>	<i>beneficiary parent</i>
<i>F N</i>	<i>beneficiary parent</i>
<i>A C</i>	<i>beneficiary parent</i>
<i>A M</i>	<i>beneficiary parent</i>
<i>K S</i>	<i>beneficiary parent</i>
<i>Babou Ndiaye</i>	<i>village headman</i>
<i>Mr.</i>	<i>Chairman of the rural community council (PCR)</i>
<i>Mr. Ndiedieng</i>	<i>Vice prefect</i>
<i>G D B</i>	<i>beneficiary parent</i>
<i>L N</i>	<i>beneficiary parent</i>
<i>M' F</i>	<i>beneficiary parent</i>
<i>A T</i>	<i>beneficiary parent</i>
<i>24 children</i>	<i>beneficiaries</i>

*\*Would have liked to participate in the programme, but was not selected as the demand surpassed the offer.*

#### **Annex H: Documents consulted**

- *Project document*
- *Mid-Term Evaluation Report*
- *Technical Progress Reports*
- *Status Reports*
- *AP Project Documents*
- *AP Final Technical & Financial Reports*
- *Minutes of the CIN meetings*
- *Minutes of the Technical Secretariat Meetings*
- *IPEC Briefing materials*
- *Training Reports*
- *Atelier de formation des inspecteurs du travail*
- *Compte-rendu atelier Comité Intersectoriel National*
- *Rapport de mission de formation et de mise à jour des bases de données du programme IPEC Dakar*
- *Rapport formation enquêteurs étude de base*
- *Rapport séminaire genre, base de données, procédures AF*
- *Research Reports*
- *Ndiaye, Abdoulaye & Gallo Ba, Etude legislative. BIT/IPEC: Dakar, 2005*
- *Capitalisation des études sur l'environnement de protection juridique des enfants au Sénégal. Rapport provisoire.*
- *Enfants mendiants dans la région de Thiès. Rapport provisoire. Ecole Nationale d'Economie Appliquée : Dakar, novembre 2007.*
- *Enquête nationale sur le travail des enfants (E.N.T.E.S.-2005). Rapport National d'Analyses. Ministère de l'Economie et des Finances, Agence nationale de la statistique et de la démographie/BIT-IPEC/SYMPOC. Dakar : Août 2007.*
- *Rapport d'étude sur l'analyse institutionnelle de la cellule travail des enfants et du comité intersectoriel national du Sénégal. IPEC, Dakar: April 2007.*

#### **Various**

- *Diaw, Moussa, Papa Beye, Youssoupha Diagne, Ibrahima Gaye. Rapport d'étude de base. BIT-IPEC/Ecole Nationale d'Economie Appliquée : Dakar, juin 2007.*
- *Mésurer le travail des enfants : étude de cas du Sénégal. Understanding Children's Work. ILO/UNICEF/World Bank Group. Version préliminaire. Rome, octobre 2007.*
- *Note d'information. Programme de retrait des enfants de la rue. Conseil présidentiel.*
- *Rapport de l'atelier de documentation des expériences et de partage des bonnes pratiques. St. Louis, 15-17 novembre.*
- *Plan cadre national pour la prévention et l'élimination du travail des enfants en priorisant les pires formes du travail des enfants. Dakar, février 2006.*
- *Atelier de révision des arrêtés du Ministre de la Fonction Publique, du Travail et des organisations Professionnelles relatifs à l'application des conventions 138 et 182. Termes de référence. Octobre 2006.*
- *Diagne, Amadou Wade. Assises nationales contre la mendicité des enfants. Projet de document introductif portant orientation de la stratégie nationale de lutte contre la mendicité des enfants. Version 2 destinée à l'atelier préparatoire des assises. Dakar : 2007.*
- *Document de stratégie pour la croissance et la réduction de la pauvreté, 2060-2010. République du Sénégal. Dakar : octobre 2006.*
- *Sabar Développement. Ville & Loisirs. Sénégal, Afrique, 2007-12-24*
- *« Astou », Plaidoyer contre le TDE. Scénario et Réalisation : Papa Demba Ndiaye.*



## ***Annex I: Composition of the National Intersectoral Committee***

*REGIONS DE: DAKAR, DIOURBEL, FATICK, KAOLACK, SAINT LOUIS, THIES*

*Ministère du Travail/Direction du Travail*

*Ministère du Travail/Service des Statistiques*

*Primature*

*Ministère de l'Economie et des Finances*

*Ministère du Plan et du Développement Durable*

*Ministère de l'Intérieur/Brigade des Mineurs*

*Ministère de l'Education/Direction de l'Enseignement Elémentaire*

*Ministère de la Justice/Direction Education Surveillée*

*Ministère de l'Agriculture/Direction de l'Agriculture*

*Ministère Economie Maritime/Direction de la Pêche*

*Ministère de l'Energie et des Mines/Direction de l'Energie*

*Ministère de l'Industrie et de l'Artisanat*

*Ministère Jeunesse/Direction de la Jeunesse et de la Vie Assoc.*

*Ministère du Tourisme/Cellule des aménagements et promotion touristique*

*Ministère des Collectivités locales et de la Décentralisation*

*Ministère de la Femme, de la Famille et du Développement Social*

*Ministère de la Famille/PPFTE*

*Ministère de la Santé/Service National d'Education et d'Information pour la Santé*

*Ministère de l'Elevage*

*Ministère de la Culture et du Patrimoine historique classé*

*Intersyndicale*

*Conseil National du Patronat (CNP)*

*Confédération Nationale des Employeurs du Sénégal (CNES)*

*Université CAD/Service Médecine Travail*

*Réseau des Journalistes*

*Association des Elus locaux*

*Union Nationale des Chambres de Métiers*

*BIT/Specialiste TE*

*PNUD*

*UNICEF*

*Banque Mondiale/Directeur des Opérations*

*Ambassade de France/Service Régional Affaires. Sociales.*

*Ambassade Etats-Unis*

*Ambassade Italie*

*CONGAD*

*Association des Imams et Oulémas du Sénégal*

*Secrétariat Episcopal du Sénégal*

*Commission Nationale pour la population et les Ressources humaines*

*Radio municipale de Dakar*

*Gouvernance Thiès*

*Gouvernance Fatick*

*Gouvernance Diourbel*

*Gouvernance Kaolack*

*Gouvernance St-Louis*

*Gouvernance Dakar*

*CLTE*

*ONG PLAN*

*ONG Centre Emmanuel*



*International Programme on the Elimination of Child Labour*  
**ILO/IPEC**

*Final Version: Basis for  
Contract*

*Terms of Reference  
For*

**Independent Expanded Final Evaluation**

*Combating the Worst Forms of Child Labour in Senegal (WFCL) –  
IPEC's contribution to the National Plan of Action to Eliminate Child  
Labour*

<b><i>ILO Project Code</i></b>	<b><i>SEN/03/P50/USA</i></b>
<b><i>ILO Project Number</i></b>	<b><i>P250.07.147.063</i></b>
<b><i>ILO Iris Code</i></b>	
<b><i>Country</i></b>	<b><i>Senegal</i></b>
<b><i>Duration</i></b>	<b><i>51 months</i></b>
<b><i>Starting Date</i></b>	<b><i>September 2003</i></b>
<b><i>Ending Date</i></b>	<b><i>December 2007</i></b>
<b><i>Project Locations</i></b>	<b><i>Senegal</i></b>
<b><i>Project Language</i></b>	<b><i>French/English</i></b>
<b><i>Executing Agency</i></b>	<b><i>ILO-IPEC</i></b>
<b><i>Financing Agency</i></b>	<b><i>US DOL</i></b>
<b><i>Donor contribution</i></b>	<b><i>USDOL: US \$2,000,000</i></b>

## *I. Background and Justification*

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. A **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.<sup>23</sup>
3. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Senegal is one of 19 programmes frameworks of such nature that are being supported by IPEC at the global level.<sup>24</sup>
4. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.

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<sup>23</sup> More information on the TBP concept can be found in the *Time Bound Program Manual for Action Planning (MAP)*, at <http://www.ilo.org/childlabour>.

<sup>24</sup> The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

5. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
6. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks. The DWCP is currently in draft form for Senegal, please refer to for the complete document: [http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp\\_senegal.pdf](http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_senegal.pdf)

### **Project Background**

7. The Government of Senegal and IPEC have followed a participative and multidisciplinary approach in developing the TBP (known in Senegal as National Action Plan). With the support of IPEC and funding from USDOL and the Government of France, the Government has undertaken a situation analysis of child labour in various sectors, with the findings validated through national workshops involving key categories of stakeholders (workers and employers organisations, NGOs, donors, civil society). The major elements of the TBP strategic framework was prepared by national stakeholders at a planning workshop held in Dakar in May 2003 and further area of impact frameworks were discussed later in May 2003.
8. The NAP was developed in a context when the Government was beginning to implement the first phase of a Poverty Reduction Strategy Paper (DSRP/PRSP) which seeks to reduce the incidence of extreme poverty and hunger by half, achieve universal primary education, and realize important improvements in health and in environmental management, among other objectives by the year 2015. Besides these goals, the DSRP includes sectoral strategies for the development of agriculture, rural non-farm activities and fishing, craft industries, manufacturing, energy, mining and services.
9. At the time of the project design, the government had prepared a preliminary draft national strategic framework for the elimination of WFCL as part of the NAP preparation process. The Government was to develop this draft into an operational NAP framework for all interventions in Senegal against WFCL. With this framework, the Government aims to lay a strong foundation, through the implementation of a coherent set of interventions, for the elimination of WFCL by the year 2015 with continuing process towards their complete elimination thereafter.
10. The main elements of the NAP framework which has been approved since the design of the project includes:
  - The harmonization of national laws and regulations with national and international instruments relating to the WFCL, particularly ILO Conventions 182 and 138.
  - More effective implementation of laws and regulations relating to the WFCL.
  - Improved access and quality of education for all children, notably through the implementation of the Ten-Year Programme on Education and Vocational Training
  - Specific strategies for selected WFCL, beginning with the exploitation of children, through begging, child domestic work and hazardous work in agriculture and fishing; and
  - Institutional and technical capacity building for programme planning, implementation, coordination, monitoring and evaluation.

11. To support these elements, the IPEC project of support to the NAP (TBP) has seven immediate objectives:

Immediate Objective 1: National capacity to combat the Worst Forms of Child Labour enhanced

Immediate Objective 2: An harmonized legal framework is known and respected

Immediate Objective 3: The capacity of the education system to attract and retain children at risk of child labour has been strengthened

Immediate Objective 4: The knowledge base for planning, designing, implementing and monitoring and evaluating child labour interventions in Senegal has been enhanced.

Immediate Objective 5: Senegalese society is aware of the negative consequences of the WFCL

Immediate Objective 6: Effective strategies against the exploitation of children through begging have been developed and are being implemented.

Immediate Objective 7: Children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labour in domestic work, fishing and agriculture.

### **Project Approach and Strategies**

12. The IPEC project of support to the National Action Plan (TBP) is being implemented in cooperation with the Government and together with the representatives of tripartite partners, civil society and development partners and with close collaboration with UNICEF.
13. Building on the experience gained in the implementation of IPEC-supported direct actions in Senegal and elsewhere, the USDOL-funded project assists the Government in the process of developing and operationalizing the national TBP umbrella framework. The project's support focuses on a subset of the activities identified within the national TBP framework. A major emphasis was placed on laying a strong foundation for consistent, effective action against child labour in future years. In particular, there is a special focus on developing a coherent policy framework and the requisite institutional and technical capacities for enhancing national ownership and commitment to the goal of eliminating the WFCL in the shortest possible time. The selected interventions contribute not only the creation of a conducive environment for the effective elimination of the WFCL, but also to ensure the direct prevention, withdrawal, rehabilitation and protection of children engaged in the WFCL.
14. A major element of the project's strategy was to integrate the TBP framework into the larger framework provided by the DSRP, with strong linkages with sectoral development and other poverty reduction interventions, as a means of leveraging the necessary human and financial resources for combating the problem of child labour.
15. The project also consists of a **strategic component on development of models of interventions through direct action**. The project works with the implementing partners at the local level to develop or adapt the models of interventions for the withdrawal, rehabilitation and social integration of children in the WFCL. A total of 9,000 children is targeted for withdrawal and prevention from exploitative and hazardous work through the provision of educational and non-educational services following the direct action from the project. 3,000 from the total 9,000 will be withdrawn from work and 6,000 will be prevented from being engaged in child labour.

### **Evaluation Background**

16. A mid-term evaluation was carried out as per IPEC procedures, through a participatory consultative process in July/August 2005. The mid-term evaluation made several concrete recommendations to the key stakeholders on subjects ranging from providing more trainings, prioritising the vocational training/apprenticeship component, raising awareness, documenting

good practices, further collaboration and synergies and on the inter-sectoral committee under the Ministry of Labour. (See Mid-term evaluation report August 2005 for further details).

17. The final evaluation is required by ILO/IPEC policies and procedures as well as per donor requirement. It is intended to serve as key tool for planning and learning and in particular in view of both the innovative nature of the TBP process and the underlying focus on facilitating and supporting the further action on child labour where solid documentation and analysis of the experience from current support initiative are important.
18. Final evaluation of ILO/IPEC projects of support to TBP are done as expanded final evaluation which includes specific impact studies to for instance provide clear quantified data on broader and longer term changes for direct beneficiaries or detailed review of mainstreaming (enabling environment component efforts). This evaluation will include a sub-study in the form of a Policy Impact Study carried out as a desk review on the impact of the work of the project at the policy level, in particular on the mainstreaming of child labour in to relevant policies. The Policy Impact Study as part of an expanded final evaluation, will help inform the approach to other such studies and to the development of a methodology as part of the Impact Assessment Framework project of ILO/IPEC.
19. As one of the first implementations of a final evaluation of full phase of a project of support to TBP, the design of this evaluation has been influenced by the initial work on the development of a standard framework for the evaluation of TBP projects of support. It is expected that the expanded final evaluation and others of the first generation will allow for the full development of such evaluation framework to be used for sub-subsequent generations of TBP projects of support.

## ***II. Scope and Purpose***

### ***Scope***

20. The evaluation will focus on the ILO/IPEC Project of Support, its achievements and its contribution to the overall broad national efforts to achieve the elimination of WFCL and the national TBP framework.
21. In addition to the scope indicated above, the specific scope as a final project evaluation is the whole project, including all specific interventions in the form of Action Programmes implemented by local partners and other activities of the programme since the beginning of the Project of Support. If relevant for the assessment of the project, any preparatory work for the Project of Support will also be considered. The evaluation will focus on the project as a whole and the linkages and synergies between each component. It will also examine how the project, in addition to achieving specific project objectives, has contributed to the national TBP approach and to the broader strategic areas and the issue of child labour in the country. It will also assess how it has linked to other ILO and ILO/IPEC activities.
22. The evaluation is expected to emphasize the assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It will assess the effect and impact of the work carried out during the implementation phase, using data collected on the indicators of achievement and the associated impact assessment studies to provide detailed assessment of achieved and potential impact. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities carried out.

### **Purpose**

23. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in the broader terms of action against child labour in the context of the Time Bound Programme process.
24. In addition, the evaluation will serve to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.
25. The evaluation will have to take into account relevant factors and developments in the national TBP process. This is in view of the focus on the contribution of the ILO/IPEC Project of Support to the general TBP process in the promotion of an enabling environment, and as a facilitator in the overall national TBP strategic programme framework. However, the main focus of the evaluation will be on IPEC Project of Support as a component of the national TBP process.
26. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of “learning by doing” of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
27. The Policy Impact Study will focus on assessing the impact at the policy level in mainstreaming child labour into policies and plans at different levels. This would in particular focus on how the project has worked to bring about the outcomes regarding child labour concerns in national, provincial, and district development plans and policies and (responsiveness of education and training and legal policies to needs of children at risk). The assessment will focus on identifying how such policies and plans have incorporated child labour issues and are working on child labour related aspects; and how this can be attributed to ILO/IPEC project and ILO efforts.
28. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources

### ***III. Suggested Aspects to be Addressed***

29. The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*.
30. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the

achievement of the Immediate Objectives of the project using data from the logical framework indicators.

31. The focus will be on the contribution of the ILO/IPEC Project of Support to the national TBP framework.
32. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). **The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.** Below are the main categories of the aspects to be addressed:
- Design
  - Achievements (Implementation and Effectiveness)
  - Relevance of the project
  - Sustainability
  - Special Aspects to be Addressed

#### **Aspects for Impact Assessment Study**

33. As mentioned above, the purpose of the impact assessment study on indirect impact is to obtain more detailed information on the project's efforts in mainstreaming child labour concerns into national/broader international policies, frameworks and processes.

### ***IV. Expected Outputs of the Evaluation***

34. The expected outputs to be delivered by the **evaluation team leader** are:
- *A desk review*
  - *Evaluation instrument prepared by the evaluator reflecting the combination of tools and detailed instruments needed to address the range of selected aspects to address and considering the need for triangulation*
  - *Guidance and Comments on the impact assessment study report*
  - *Field visit to Senegal by the evaluator*
  - *Stakeholder workshops facilitated by the evaluator in Dakar including pre-workshop programme and briefing note*
  - *Draft evaluation report. The evaluation report should include stakeholder workshop proceedings and findings from the field visit by evaluator and sub-study inputs*
  - *Final Report including: (model outline for the report will be provided)*
    - ✓ *Executive Summary with key findings, conclusions and recommendations*
    - ✓ *Clearly identified findings*
    - ✓ *Clearly identified conclusions and recommendations*
    - ✓ *Lessons learnt*
    - ✓ *Potential good practices and effective models of intervention.*
    - ✓ *Appropriate Annexes including present TORs*
    - ✓ *Standard evaluation instrument matrix*
35. The expected outputs to be delivered by the **impact assessment study consultant** are:
- a. Briefing with DED and project management
  - b. Desk review study of relevant documents and interviews as appropriate with partners
  - c. Draft annotated results



- d. Report to be submitted
  - e. Participation in evaluation stakeholder workshop (brief presentation of the findings of the study)
36. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
37. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
38. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## V. Evaluation Methodology

39. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

### Final evaluation mission

40. An international evaluation consultant (team leader) will conduct a detailed desk review of project related documents. The team leader will provide guidance and technical support to the national consultant carrying out the indirect impact assessment study.
41. The evaluation team leader will be asked to include as part of the specific evaluation instrument to be developed, the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the projects (Action Programmes) to the programme.
42. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Senegal (the Time Bound Programme), and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.

43. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the project and action programmes, results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission
44. The evaluation team will undertake field visits to project locations in Senegal and interviews with project partners and implementing agencies, direct beneficiaries, parents, and teachers and a workshop towards the end of the field visits. The workshop will be attended by IPEC staff and key partners, including the donor as appropriate, as an opportunity for the evaluation team to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of this meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team in consultation with the team leader. Key project partners should be invited to the stakeholder workshop.
45. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.
46. The evaluation will be carried out by an evaluation consultant that previously has not been involved in the project. The evaluator is responsible for drafting and finalizing the evaluation report. The evaluation draft report will be translated into French for distribution to the stakeholders in Senegal. The final version will be translated into French upon finalization. The evaluator will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
47. The background of the **evaluator** (International Consultant) should include:

**TEAM LEADER**

<i>Responsibilities</i>	<i>Profile</i>
<ul style="list-style-type: none"> <li>• <i>Desk review of project documents</i></li> <li>• <i>Develop evaluation instrument</i></li> <li>• <i>Briefing with ILO/IPEC-DED</i></li> <li>• <i>Telephone Interviews with IPEC HQ desk officer, donor</i></li> <li>• <i>Technical guidance to national consultant of indirect IA study</i></li> <li>• <i>Undertake field visits in Senegal for two week period</i></li> <li>• <i>Facilitate stakeholder workshop</i></li> <li>• <i>Draft evaluation report</i></li> <li>• <i>Finalize evaluation report</i></li> </ul>	<ul style="list-style-type: none"> <li>○ Relevant background in social and/or economic development.</li> <li>○ Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.</li> <li>○ Experience in evaluations in the UN system or other international context as team leader</li> <li>○ Relevant regional experience preferably prior working experience in Senegal.</li> <li>○ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.</li> <li>○ Experience at policy level and in the area of education and legal issues would also be appreciated.</li> <li>○ Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.</li> <li>○ Familiarity with and knowledge of specific thematic areas.</li> <li>○ Fluency in English and French is essential</li> <li>○ Experience facilitating workshops for evaluation findings.</li> </ul>

48. The evaluator will be responsible for undertaking a **desk review** of the project files and documents, undertake **field visits** to the project locations, **and facilitate the workshops**.
49. The evaluator will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
50. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Dakar and with the administrative support of the ILO office in Dakar. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
51. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

### **Indirect Impact Assessment Study**

52. A national consultant will design and implement an indirect impact assessment study through desk review, interviews with project staff and project partners and with oversight from the evaluation team leader.
53. The following is the suggested approach to the Policy Impact Study
  - i. *Based on these TORs and initial desk review of relevant policy documents both from the ILO/IPEC project directly and other relevant policy documents, an initial annotated outline and analytical framework (study design) is prepared. This should indicate the policy areas of analysis as related to the work of the project and the identified policies to mainstream child labour into; the methodology to be used in the analysis and the relevant sources of information, including key informants to talk*
  - ii. *The study design will be discussed with the international team leader, ILO/IPEC Senegal, sub-regional office in Dakar, Child Labour Specialist in Dakar, IPEC HQ and the ILO/IPEC DED; and revised based on received comments*
  - iii. *Further desk review and data collection will take place through study of policy documents, follow-up interviews etc as per agreed analytical framework*
  - iv. *Interviews will be conducted with a list of key informants to be agreed upon by the national consultant, ILO/IPEC Senegal and DED.*
  - v. *The national consultant will participate in the national stakeholder evaluation workshop as an observer.*
  - vi. *Consultations will be held with the overall evaluation team during the in-country work of that team. This will include adjustment in the analytical framework to provide key information and analysis for the evaluation on policy.*
  - vii. *A revised annotated outline will be presented immediately before the first analysis for quick comments*
  - viii. *An initial presentation of key analysis and findings will be prepared in time for use by the overall evaluation team for the first draft of the report on the expanded final evaluation.*
  - ix. *A more comprehensive first draft is presented for comments by the functions indicated in bullet point (b).*
  - x. *Based on those comments a final report can be prepared for final review and final technical sign-off by DED.*

54. The background of the national consultant should include:

<i>Responsibilities</i>	<i>Profile</i>
<ul style="list-style-type: none"> <li>• <i>Desk review of project documents</i></li> <li>• <i>Briefing with ILO/IPEC-DED</i></li> <li>• <i>Telephone Interviews with IPEC HQ desk officer, donor</i></li> <li>• <i>Undertake desk review of project related documents</i></li> <li>• <i>Interview project management and project partners</i></li> <li>• <i>Draft report and share with the team leader</i></li> <li>• <i>Finalize the report with inputs from the team leader</i></li> </ul>	<ul style="list-style-type: none"> <li>○ Experience with policy analysis, strategic planning and design of country programmes</li> <li>○ Familiar with the development policy set-up in Senegal; knowledge of the specific policies is desirable</li> <li>○ Experience in policy level evaluation or assessment</li> <li>○ Experience evaluating gender issues.</li> <li>○ Familiarity with impact assessment debates or experience in implementing impact assessment</li> <li>○ Relevant background in social and/or economic development.</li> <li>○ Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.</li> <li>○ Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.</li> <li>○ Familiarity with and knowledge of specific thematic areas</li> </ul>

### ***Timetable and Workshop Schedule***

55. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

56. The evaluator will be engaged for 5 workweeks of which two weeks will be in country in Senegal. The timetable is as follows:

<i>Phase</i>	<i>Responsible Person</i>	<i>Tasks</i>
<i>I</i>	<i>Study consultant</i>	<ul style="list-style-type: none"> <li>○ <i>Briefing with ILO/IPEC</i></li> <li>○ <i>Desk Review of project related documents</i></li> <li>○ <i>Interviews with project staff and partners</i></li> <li>○ <i>Draft indirect IA study report</i></li> </ul>
<i>II</i>	<i>Evaluation team leader</i>	<ul style="list-style-type: none"> <li>○ <i>Telephone briefing with IPEC DED, donor, IPEC HQ and ILO regional</i></li> <li>○ <i>Desk Review of project related documents</i></li> <li>○ <i>Evaluation instrument based on desk review</i></li> </ul>
<i>III</i>	<i>Study consultant with evaluation team leader</i>	<ul style="list-style-type: none"> <li>○ <i>Present preliminary findings to evaluation team leader</i></li> <li>○ <i>Finalize the indirect impact assessment study with inputs from team leader</i></li> </ul>
<i>IV</i>	<i>Team leader with logistical support by project</i>	<ul style="list-style-type: none"> <li>○ <i>In-country to Senegal for consultations with project staff</i></li> <li>○ <i>Consultations with ILO Office in Dakar</i></li> <li>○ <i>Consultations with project staff /management</i></li> <li>○ <i>Field visits</i></li> <li>○ <i>Consultations with girls and boys, parents and other beneficiaries</i></li> <li>○ <i>Workshop with key stakeholders</i></li> </ul>
<i>V</i>	<i>Evaluation team leader</i>	<ul style="list-style-type: none"> <li>○ <i>Draft report based on consultations from field visits and desk review, impact assessment study and workshop for Senegal</i></li> <li>○ <i>Draft report to be sent to translator by DED upon receipt from evaluator</i></li> </ul>
<i>VI</i>	<i>DED</i>	<ul style="list-style-type: none"> <li>○ <i>Send draft for translation</i></li> <li>○ <i>Circulate draft report to key stakeholders</i></li> <li>○ <i>Consolidate comments of stakeholders and send to team leader</i></li> </ul>
<i>VII</i>	<i>Evaluation team leader</i>	<ul style="list-style-type: none"> <li>○ <i>Finalize the report including explanations on why comments were not included</i></li> </ul>

***Schedule and Duration (tentative dates, will be finalized in consultation with the project)***

<i>Phase</i>	<i>Duration</i>	<i>Dates</i>
<b><i>I</i></b>	20 days	Nov. 8 – Dec. 5
<i>II</i>	5 days	Nov. 12-16
<i>III</i>	5 days	Nov. 19-23
<i>IV</i>	14 days	Nov. 19-30
<i>V</i>	5 days	Dec. 3-7
<i>VI</i>	10 days	Dec. 7 – 21
<i>VII</i>	5 days	Dec. 24-28

***Sources of Information and Consultations/Meetings***

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> <li>• Project document</li> <li>• DED Guidelines and ILO guidelines</li> </ul>
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> <li>• Progress reports/Status reports</li> <li>• Technical and financial reports of partner agencies</li> <li>• Other studies and research undertaken</li> <li>• Action Programme Summary Outlines</li> <li>• Project files</li> <li>• National workshop proceedings or summaries</li> <li>• National Action Plan</li> </ul>

***Consultations with:***

- Project management and staff
- ILO/HQ and regional backstopping officials
- PACTE members
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL
- US Embassy in Dakar
- National Partners in the National Action Plan involved in the further development, enhancement and implementation of national processes.

***Final Report Submission Procedure***

57. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

## ***VI. Resources and Management***

### ***Resources***

58. The resources required for this evaluation are:

- For the evaluation team leader:
  - *Fees for an international consultant for 40 work days*
  - *Fees for local DSA in project locations in Senegal*
  - *Travel from consultant's home residence to Senegal in line with ILO regulations and rules*
- For the study consultant
  - Fees for a national consultant for 20 days
- For the evaluation exercise as a whole:
  - *Fees for local travel in-country*
  - *Stakeholder workshop expenditures in Senegal*
  - *Translation of the draft report of 35-40 pages and translation of the complete final version of the evaluation report.*
  - *Any other miscellaneous costs.*

*A detailed budget is available separately.*

### ***Management***

59. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials and the ILO Office in Dakar will provide administrative and logistical support during the evaluation mission.

### ***ANNEX I of ToR: Suggested Aspects to Address***

#### ***Design***

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation in Senegal was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?

- Is the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the projects designed under the programme provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:
  - Programme strategies:
    - ***Policy, programme planning, research and documentation;***
    - ***Capacity building***
    - ***Model Interventions on begging (Target social partners and children and parents (direct action))***
  - Programme Component of Intervention:
    - ***Development of the knowledge base***
    - ***Capacity building at the national level;***
    - ***Harmonisation of legal framework and enforcement;***
    - ***Strengthening of educational/vocational training system***
    - ***Awareness raising;***

#### **Achievements (Implementation and Effectiveness)**

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its immediate objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Review whether the technical guidance provided by project staff, partner organizations and relevant ILO units was adequate.
- Which were the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.
- Evaluate the project's data collection strategies specifically its plans to collect information on the number of child workers in major industry sectors and integrate the findings into government policy.
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess the project's gender mainstreaming activities.
- Did the project adhere to its workplan?
- How were the recommendations from the midterm evaluation acted upon by the project and to what effect?
- How did the project respond to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Was the project team able to adapt the

implementation process in order to overcome these obstacles without hindering the effectiveness of the project?

### **Enabling environment**

- Examine the National Steering Committee (NSC) mechanism (Programme Advisory Committees on Child Labour. How did this structure participate in terms of programme implementation? How effective has it been in carrying out its duties?
- Assess the results of the relationship between the NSC and the implementing agencies, what is their collaboration.
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on their NPA.
- How effective has the programme been at stimulated interest and participation in the programme at the local and national level?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed projects.
- Analyse how IPEC activities to the NAP and other IPEC programmes in the programme countries coordinated with each other and with sub-regional initiatives? Were interventions complementary or competitive? Were there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the NAP thus far?
- How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective were the studies commissioned by the programme in terms of affecting the national debates on education and child labour?
- Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the programme for use at the level of NAP and by other partners.
- Assess the influence of the programme on national data collection and poverty monitoring or similar process.
- Assess the extent to which the ILO/IPEC programme of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the NAP.
- To what extent were rapid appraisals, policy papers, discussion documents, and other forms of project research shared with relevant stakeholders and linked to project activities?

### **Direct Targeted Action**

- Do the IPEC programme and programme partners understand the definitions and their use (i.e. withdrawal and prevented, in the pilot projects) and do the partners have similar understanding of the terminology used? Please assess whether the programme is accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations in been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population been



reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?

- What kinds of benefits have the target beneficiaries gained?
- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the process for documenting and disseminating pilot projects.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.
- Assess the criteria for selecting beneficiaries for the project.

### **Relevance of the Project**

- Examine whether the project responded to the real needs of the beneficiaries.
- Validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- How is this project supporting and contributing to the NAP? Do local stakeholders perceive the country's NAP as different and broader than the IPEC project of support to the NAP?
- How did the strategy used in this project fit in with the NAP, national education and anti-poverty efforts, and interventions carried out by other organizations? Did the project remain consistent with and supportive of the NAP?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

### **Sustainability**

- Assess to what extent a phase out strategy was defined and planned and what steps were being taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NAP. Analyse the level of private sector / employers' organizations support to the NAP, paying specific attention to how these groups participate in project activities.

### **Special Aspects to be Addressed:**

- Examine the extent and nature to which the ILO/IPEC project of support has provided key technical and facilitation support to the further development, enhancement and implementation of the NAP.
- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into planning processes

and implementation for the NAP as a TBP approach in Senegal, particularly focusing on identifying elements of emerging effective models of interventions.

- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?